NOVEMBER 1964

EMPLOYMENT SERVICE REVIEW

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EMPLOYMENT SERVICE REVIEW

NOVEMBER 1964

Vol. 1 No. 11

U.S. DEPARTMENT OF LABOR

W. Willard Wirtz, Secretary

MANPOWER ADMINISTRATION

BUREAU OF EMPLOYMENT SECURITY

U.S. EMPLOYMENT SERVICE

EMPLOYMENT SERVICE REVIEW

ELSIE SOLTAR DORMAN, Editor

A MONTHLY JOURNAL OF
FEDERAL-STATE EMPLOYMENT SERVICE
PROGRAMS AND OPERATIONS

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator
U.S. EMPLOYMENT SERVICE
LOUIS LEVINE, DIRECTOR

The Manpower Role

THE Employment Service is a direct product of economic and social changes over the years—changes in population and labor force, changes in economic activity, changes in employment and unemployment. The Employment Service has had to adapt itself frequently to these changes, sometimes beyond its direct capacity.

In recent years, the pace of change has quickened considerably as there has emerged a new and sharper awareness of unemployment and poverty. Thus, we have seen the role of the Employment Service evolve from that of a labor exchange—concerned primarily with the hiring process—toward that of a manpower service encompassing the new responsibility of preparation of employment—the development of employability.

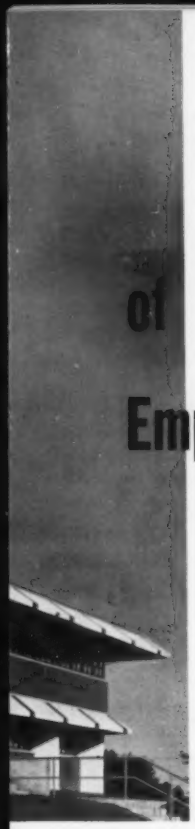
The Employment Service Role in the Development of Employability

The new emphasis on manpower in the 1960's recognized the need to stimulate more rapid growth of the economy in order to provide jobs for all who are willing and able to work. It also recognizes a new factor, the need to develop—by conscious design and intent—the kinds of workers required by the economy. In this broader context, the basic function of the Employment Service, matching workers and jobs, takes on a new and expanded meaning.

While the ultimate objective is the placement of the worker in a suitable job, for increasing numbers of workers this is likely to represent the final step in a long process designed to develop or increase his employability. In fact, with jobs changing continually and at an ever-increasing pace, the first so-called suitable job may itself become obsolete and the worker may need to be retrained. The Employment Service must identify those workers with skills that are becoming relatively obsolete; it must provide training for such workers to enable them to qualify for newer jobs or for jobs in increasing demand.

Recent legislative measures directed to the attack on poverty and unemployment emphasize conservation and development of the Nation's manpower resources through education and training. These include the Area Redevelopment Act, the Manpower Development and Training Act, the Trade Expansion Act, and the Vocational Education Act of 1963, as well as measures for the rehabilitation of public welfare recipients and for assisting Selective Service registrants found not qualified for military service. The recently enacted Economic Opportunity Act stresses increasing employability through specialized work and training projects, and aid to those who need assistance to continue their education.

The present manpower training effort under the ARA and MDTA is achieving to a high degree its primary



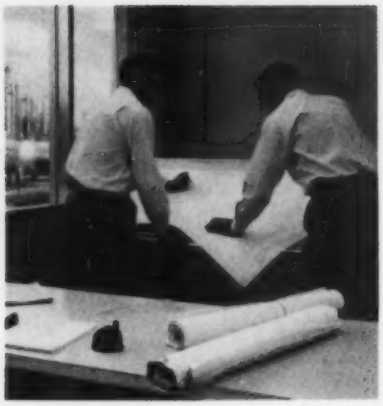
of the Employment Service

ROBERT C. GOODWIN
ADMINISTRATOR
BUREAU OF EMPLOYMENT SECURITY

purpose—that of helping to relieve unemployment and underemployment—by providing workers with marketable job skills. Our experience with these programs, however, has shown how much there is still to be learned about developing and administering effective manpower training programs that give adequate recognition to both the needs of the trainees and the requirements of the job market. The Employment Service continually is developing new ways to find, select, counsel, and place trainees. Continuing evaluation of program operations undoubtedly will result in further improvements.

Preparing Youth for Work

The enormous changes that have taken place in the job structure of the economy and in the educational attainment of the labor force require a reorientation in our approach to preparation for work. The economy is complex, fast changing, and highly competitive. Heavy demands are made upon the worker, in terms of his preparedness for work and his ability to adjust to a world of work characterized by rapid change. In this setting, job preparation cannot be limited to the acquisition of an occupational skill. It must involve a total preparation for work—development of the individual to a fully employable member of the labor force. The new



Well qualified professional workers are finding many new jobs available to them.

patterns in manpower training recognize the importance of prevocational training for youth.

The Employment Service has provided special services for youth since its beginning, but the current employment problems of young people call for greatly expanded efforts and some new directions.

The forward strides made in the counseling program of the Federal-State Employment Service system in the early 1950's raised the general quality of services for youth, but these services were largely focused on advantaged youth—those about to graduate from high school. The hiring of better qualified counselors and progress in counseling methods and techniques, as well as in local organization and management of this function, contributed much to improvement in the service to young jobseekers.

The employment problems of youth are already cause for concern and may grow rapidly worse. Today's job situation is particularly bleak for boys without a high school diploma and especially so for minority group members. To a large extent, those having the greatest problems are those already underprivileged. Large numbers of graduates of rural and small town schools must migrate to the cities to find work. These youth need help in determining their own potentialities, as well as information as to where suitable jobs may be found, and assistance in preparing for and obtaining them.

Services for Professional Occupations

The advancing technology that is shrinking the relative number of unskilled and entry-level jobs is simultaneously opening ever greater opportunities for well qualified professional and technical workers. For many professional occupations, the process of finding a new job or an employer's effort to fill a vacancy has been conducted traditionally on an unorganized, personal-contact basis. Marked changes in the demand for professional workers call for better organized methods for matching the qualifications of professional personnel with employer requirements. Heightened technical requirements broaden the geographic job market, as employers range nationwide in search of qualified personnel.

With vastly increased demand for professional manpower, the mobility of qualified personnel has greatly accelerated. Three or four decades ago it was not unusual for an individual to spend a lifetime teaching at one university or working for one industrial employer. Today, a specialist may move from teaching in Boston to government work in Washington, to research in industry in Los Angeles, and then back to teaching in Chicago.

In response to changing needs and to problems of shortages of professional manpower, the Employment Service has developed special professional placement services to help organize the job search and recruitment of professional workers and to assure their best utilization.

Technological Change

The impact of automation and other technological changes presents the public Employment Service with continuing manpower service problems. Actions can be taken to reduce the impact on workers and on their communities, particularly when there is early identification of the likely manpower effects of technological changes.

To obtain the needed information, the Employment Service initiated a reporting program for advance notice of mass layoffs in September 1962, and is currently taking steps to improve the reporting system and to give local offices more concrete guidelines for developing their plans of action. But all plans for this activity are dependent upon widespread support from employers, workers, unions, and manufacturers, and suppliers of automatic and other equipment, in providing information on anticipated technological change, particularly where displacement of large numbers of workers is likely to occur. Such cooperation is frequently difficult to obtain, though efforts are constantly being made to encourage advance-notice reporting on a voluntary basis.

Manpower Services to Rural Areas

Each year rapidly changing technology in agriculture, mining, and forestry contributes to the disappearance of over 200,000 jobs in rural areas. Many workers in typically rural occupations find themselves suddenly with little or no market for their skills. They are handicapped further by a lack of knowledge of nonfarm job opportunities and requirements.

This situation is aggravated by the fact that many of these people live in low income, isolated counties in which there are no local employment offices. These counties, because of limited placement opportunities and small population, do not warrant the establishment of full-time employment offices at our current level of financing.

The Employment Service has developed a Smaller Communities program to help community groups develop new job opportunities in rural areas, and to provide employment services to individual residents.

At the request of community leaders, a mobile team from the State Employment Service interviews, tests, and counsels individuals in the county. In addition, the mobile team undertakes to: Determine current and potential manpower resources of the area; cooperate with other agencies in developing programs for economic development; determine the manpower training needs of the area; and assist in establishing appropriate training programs

under the provision of existing ARA–MDTA legislation.

Each jobseeker has the opportunity to discuss his work plans with an employment counselor, obtain a better understanding of his occupational strengths and weaknesses, and obtain job opportunities information—services which help prepare rural workers for openings that may develop in small communities or for urban job situations.

Job Information Assistance to Vocational Education

Growing recognition of the importance of gearing vocational education to the needs of a changing and highly technological economy led to the passage of the Vocational Education Act of 1963.

The U.S. Employment Service and the Office of Education have been working together to provide guidelines for the use of State Boards of Education and State employment security agencies in working out agreements as required by the law. Agreements developed according to these guidelines will bring about closer coordination and cooperation between Employment Service and educational authorities at the State and local levels in designing curricula and planning of vocational education programs.

In general, the agreements will provide for the Employment Service to supply educational authorities with information about local job needs in order that students or workers can be trained in marketable skills. Arrangements will be included for the Employment Service to make special studies to obtain this information, as agreed upon by the two agencies, when it is not already available. The agreements will also provide for the Employment Service to make available other types of information on jobs and job requirements that will be necessary in the conduct of the program. Provision will also be made for the schools to supply the Employment Service with information on training courses to facilitate the referral of job applicants to the schools for further training. Finally, the agreements will provide for both agencies to exchange information about individual applicants or students to maximize the use of facilities of both agencies in providing vocational counseling and job placement services.

Improving and Expanding Employment Counseling

We have realized for some time that our employment counseling services need to be strengthened and improved as well as expanded. In fact, we have come to realize that counseling is vitally important in preventing long-term unemployment and in assisting workers to adjust to changing conditions. The importance of the Employment Service counseling function was recognized by the Congress in the study undertaken by the House Select Subcommittee on Labor, in the summer of 1964, of counseling and placement services financed and guided by the Bureau of Employment Security and carried out by the State employment security offices. In announcing the intensive study, Congressman Elmer J. Holland, Chairman of the committee, said "The manner in which the duties and responsibilities of these staff members are carried out will determine the future rate of unemployment in this Nation."

We are now involved in a gigantic program of manpower development, training, and utilization, aiding vast numbers of the unemployed and underemployed to develop new skills and increase their employability through the Manpower Development and Training Act and other measures passed by the Congress.

Increasing numbers of applicants coming to local employment offices are in need of counseling. These include not only displaced workers but also the growing volume of new entrants to the job market, disadvantaged youth, and the educationally deficient of all ages.

Our experience indicates that working with such types of applicants will require a more intensive, in-depth type of counseling service than we have generally provided in the past and will require the use of new techniques and skills. Hence, we will need to provide extensive out-service and in-service training to presently employed counselors as well as to new recruits in order to bring

(*Continued on page 55*)

With the rapidly changing technology, these centers are appearing in many areas throughout the Nation.

Memorandum

TO : **All Staff Members of the Employment Service System**

FROM : **Louis Levine** *L.L.*
Director

SUBJECT: **A Hard Look at Basic Employment Security Operations**

In these times of rapid and complex economic transition, the national concern with manpower problems has brought new challenges and heavy responsibilities to the public Employment Service. Its scope of operations has broadened considerably and its activities have intensified in support of the national effort to reduce unemployment and further the maximum development of human resources. But the basic principles underlying Employment Service operations have not changed. It is the same hat but refashioned with new trimmings in keeping with the times.

The legislative measures of recent years, designed to increase manpower development and utilization, have given the Employment Service significant assignments in the Nation's manpower program. The new activities center in the development of the employability of the work force. Of particular concern are those persons who are in urgent need of assistance because of their lack of skills, or because their skills have become obsolete in our changing economy. Unless they can get more education and training, their job prospects are bleak. Of particular concern is youth unemployment--the growing numbers of inexperienced, untrained young persons trying to enter the labor force at a time when jobs that require no skill or experience are rapidly disappearing.

These new activities are interim steps designed to enhance the workers' employability. The end objective continues to be employment. Matching persons and jobs is and always has been the core of Employment Service operations. But today this means far more than the mechanistic process of a labor exchange. Today's local office operations demand greater effort and efficiency, a keener awareness of community and national manpower and labor area problems and needs, and a deeper understanding and concern for the individual jobseeker. All this--and more--are essential to achieving our major objective which is, of course, to place workers in jobs that will utilize their highest skills. This is the goal on which we must keep our sights focused despite all other emphases and diffusion of efforts in different programs.

Management and Supervision

In taking a hard look at basic operations in the local offices, the place to look first is at management and supervision. It is true that a good organization structure is invaluable, but it is no substitute for good management. The success of any local office hinges largely on the competence,

alertness, vision, and common sense of the manager and supervisors. Their job is of utmost importance in recruitment and placement, especially in the large metropolitan areas where complex problems are multiplying so rapidly. While the Employment Service carries on a constant search for ways to cope with these problems, such as improving communications media and the use of data storage and retrieval techniques to facilitate operations, the major burden for making the system work falls upon management.

The work of local office managers and supervisors goes far beyond effectuating arrangements to handle large numbers of employers and applicants. They must provide the leadership in creating high office morale, in building a spirit of teamwork, in setting stimulating goals for individuals, for units, for offices, for areas. They must sense the need for action and provide realistic incentives for change of pace, emphasis or policy; they must coordinate different activities to achieve common goals.

The local offices must assure an effective interchange of information so that the special knowledge, techniques, and competence of the staff are coordinated and brought to bear on the many problems involved in matching persons and jobs. They must see to it that their offices are working in close cooperation with employers, professional associations concerned with social and economic problems, education and training installations, community groups and other government agencies within the area they serve. It is a large order, but it is one in which local offices cannot be lax if they are to operate effectively as local manpower service agencies. And while placement operations center on local job needs, they also must be geared to the broader context of national manpower policies and goals.

Employers--the Source of Jobs

It is obvious that to have an active placement service there must be job orders from employers. An employer has free choice; he is not obligated to use the Employment Service, and he is not going to use it unless the local office can give him the kind of services he wants and values. A key element in the improvement of basic operations is the status of the employer relations program.

In striving to improve and strengthen this service, there are searching questions that each local office needs to ask and answer. What employers are we serving? What services do they need? What do we give them? How do they like what we give them? Do they come back to us? How many job openings do we have? How many are filled? How many orders are canceled and why? How many are new employers? Are we visiting the same employers over and over again because it is the most convenient thing to do? Are we ignoring whole areas that might provide a fruitful source of more job opportunities for our applicants?

(*Continued from page 5*)

And what about new businesses and industries in the area or those planning to locate in the community? Are we keeping our eyes open for these and the possibilities we might have for providing ES services? Are building permits for office and industrial buildings, licenses for business establishments, and even our own unemployment compensation liability reports clues to potential job openings? The local office manager needs a constant flow of information about new businesses that may be getting started in the area. We must seek out all employment opportunities in the community, taking into account the labor area's occupational and industrial composition and employment fluctuations and trends.

The employer relations representative in each local office plays a key role, for he has personal contact with employers. To do an effective job in establishing employer relations, he not only needs to give a competent presentation of ES services, but he must be able to relate them to the employer's specific needs and problems. If he is to do a realistic job in relating ES services to the employer's requirements, he must be fortified with adequate knowledge of the organization's personnel management policies, practices, job specifications, and working conditions. Probably the most important function of the employer relations representative is to get information about what jobs are available in a business and who are the persons who hire for the various types of jobs.

In allotting staff time for servicing employers, primary consideration should be given to the employer's placement potential and the ability of the ES to provide him with a continuing service. Analysis goes beyond the number of contacts made. The important thing to determine is whether the total amount of time spent with an employer was used to obtain a better understanding of his needs, and if the contacts were frequent enough to provide continuous information about his needs for workers, recruitment problems, hiring requirements, and changes in personnel policies.

After an applicant is referred to an employer, verification of placement is, of course, essential. But this is only the first step. The employer should be contacted again in about a month to 6 weeks to find out if he is satisfied with the employee's work. Does the employer have any suggestions to offer that might be useful in improving the service? We need to track down all available information about placements that might influence the conduct of the service. Employers judge the Employment Service by the effectiveness of placements and assess the quality by the performance of the ES applicants they hire.

Serving the Jobseeker

The national emphasis today on developing human resources indicates that as a nation we are becoming far more conscious of the central role which these resources play in the nation's economy. We are becoming more concerned with human worth and the importance of the individual. This is reflected in operations as the Employment Service moves more and more toward operating on a basis which places increasing emphasis on the individual. The trend is toward identifying individuals and the services given to them rather than thinking in terms of the numbers of transactions.

Human beings are an elusive problem; they are not easily classified. Different people with different experiences, goals, ambitions, needs, and motivations require different kinds of interviewing and counseling. What is the depth of interviewing? The local office needs to know if it is identifying the needs of persons to be served and doing its best to know more about the individual applicant so that the best possible job can be done in placing him in the right job.

To a great many of the unemployed who seek ES help, the loss of a job or being out of a job for some time is a disheartening and traumatic experience. Some applicants are on the defensive; others have lost faith in themselves so that self confidence may be at a low ebb. The local office has a responsibility to do everything possible to help restore confidence and dignity. But empathy with the applicant, understanding of his problems, and perfected techniques in both interviewing and counseling are of little help unless there is knowledge of job openings to impart. The placement staff must be thoroughly familiar with the work experience, skills, and abilities of the jobseekers. This is necessary in determining if the applicants selected for referral to job openings are occupationally qualified to meet with the employer's hiring specifications.

The Employment Service needs to know a great deal more than is now known about the people it serves. Does the present application-taking procedure provide the needed information? The local office needs to know more about the unemployment or employment status of the applicants, whether unemployment is recent or of long standing. It needs to know if it is serving the same persons over and over, or perhaps once a year. It must identify the people served and the different kinds of services given to them. This is something that current statistical reporting does not reveal, but it is essential if the Employment Service is to provide the kind of service which will be meaningful and helpful to applicants, employers, and the community. How to obtain the needed information about individual applicants is a problem which must be resolved—if necessary in terms of modifications in the Employment Service reporting system.

Labor Area Data and Basic Operations

Data reflecting labor area characteristics, problems, and conditions should tell the local office the things it needs to know about labor supply and demand in the area it serves. The Employment Service is too prone to analyze aggregate figures and compare them with previous figures. This doesn't mean that we should stop providing information on aggregates or totals, but we need to look beyond net figures. It is not enough to know the overall story of the labor area. It is also necessary to know the turnover in the area and the turnover in the labor force because many aspects of operating materials and programs revolve around gross turnover. It is even necessary to know the story by census tract. For example, the

emphasis on assisting disadvantaged youth compels looking at census tracts in a city to identify the slum areas.

The local office must continue to supply a wide range of labor area information, which includes the components of the local work force and the employment and unemployment of the area. It must identify changing occupational requirements in the community, both because this information is important to the placement process and because these requirements must be determined for certification and training under the Manpower Development and Training Act and the Area Redevelopment Act, and the new responsibilities of the Employment Service in the Vocational Education Act and the Economic Opportunity Act.

The local offices must anticipate any significant impact of automation and other technological developments on the job situation in their areas and make every effort to provide services to help lessen the impact. Shifts in population and in the labor force must be known in order to measure their effect on needed labor area services.

In securing information, the local offices need to look outside the Employment Service for data to help to identify labor supply and demand problems. Data from sources other than ES operations must be used in order to get a more complete picture. Research should be such that it furnishes a wealth of comprehensive and useful information. Basic knowledge should include information about all establishments in the area—their industries, their occupations, their job needs and problems. It should reveal which employers are being served and which are not; what kind of employers they are and what hiring channels they use; and which workers seek jobs and why they use certain channels and media.

Each local office must be thoroughly familiar with hiring patterns and customs regarding employment in the community. It must know what skills the community has to offer. The flow of information concerning resources, skills, and ethnic patterns of the area can help each local office plan its service and can help in determining not only the scope of operations but the best location for the office.

This information also enables the Employment Service to answer questions about characteristics of the labor force and the industrial structure of the local economy, and thus to contribute to local industrial development efforts and to economic and Employment planning.

Improving Effectiveness

The Employment Service has been moving away from budgeting on the basis of potential workload and unit time to program budgeting. In other words, it is not concerned solely with the number of transactions but also with the quality of service rendered, with the success of the various programs, and with what should be accomplished. However a local office is set up for operations, it should be flexible enough to permit minor adjustments without affecting the total organization. It must allow for the addition of new functions, for continuing expansion and contraction of activities, depending on needs and on economic changes in the community.

The line operations of placement and recruitment lean heavily on the support of other staff services—the occupational analysts, counselors, test administrators, and labor area analysts. All contribute vital information needed in developing employability and in placing individuals in jobs for which they are best fitted.

A periodic evaluation of local office effectiveness is all-important. With all the demands made on the Employment Service, it is easy to get into a rut and to do the same things over and over without realizing the changes taking place around us. It is essential to reexamine the services from time to time and to adjust them to needs and demands. If any weakness in a program is disclosed, a possible cause may be poor organization. Every effort should be made to find the cause and to take remedial action. Particular attention must be given to increasing placements—the primary function of the Employment Service.

In taking stock of Employment Service effectiveness, it is helpful to have the opinion of outsiders who are in a position to judge the quality of the work. It is important to know what employers, labor unions, schools, community groups, professional persons such as counselors and others, individuals who have used the service, and the general public think about the Employment Service. The word-of-mouth reputation has a far reaching influence. It is invaluable for creating a fuller understanding of the true role of the Employment Service in the community, and for furthering the public's concept of it as an agency actively involved in helping to boost the local economy by contributing to the alleviation of unemployment, providing helpful service to the schools, and performing its rightful functions in the manpower field.

The Employment Service is obligated by law to provide placement services for all persons "who are legally qualified to engage in gainful occupations," as stated in the Wagner-Peyser Act of 1933. But employers and jobseekers are free to use whatever channels or methods they prefer in hiring and job finding. Whether they choose to use the public employment services available to them depends on the quality of services provided by the local offices and the reputation each achieves, through its actions and accomplishments, as a community manpower service center. In meeting our obligations to the American people, as mirrored in the wishes of the Congress, each local office must operate as effectively as possible to contribute its best to the community in working toward the national goal of fuller development and utilization of manpower resources.

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Was Our Reorganization Worth the Trouble?

GERMINAL MESSINA

The New Orleans Service and Industrial Offices adjoin each other but operate separate facilities, each with its own street entrance.

Main entrance to the Commercial and Professional Office in New Orleans.

A State Employment Service pools its thinking and efforts with labor organizations, employers, and trade associations, to evaluate and increase effectiveness in helping to solve unemployment problems.

The story is told of two snowbound gold prospectors in the Far North who were forced to keep to the confines of their little shack for about 6 months while the blizzards raged about them. One of the miners, in an effort to effect a slight reorganization of their living habits, hung the frying pan on the wrong hook and was immediately killed by his partner.

Any reorganization, large or small, may produce problems, but we are happy to state that ours did not result in any fatalities. As a matter of fact, after about 2 years' experience, we can conclude that our reorganization has resulted in some measure of success.

Prior to our reorganization, the New Orleans metropolitan area included a Commercial and Professional Office, an Industrial Office, and an Outlying Office. All offices performed both Employment Service and unemployment insurance claims functions. Some placement units operated on an occupational basis, while others had an industrial orientation.

Germinal Messina is District Supervisor, New Orleans District of the Louisiana Division of Employment Security.

A prospective jobholder is interviewed in the New Orleans Industrial Office for possible employment.

A member of the staff of the New Orleans Service Office interviews a local resident who is seeking employment.

After reorganization, the area contained in its heartland a Commercial and Professional Office, an Industrial Office, Service Office, and a separate Claims Office. The Outlying Office operation was not changed. At the same time, the area office was reorganized to include the labor area information function, business services, and a coordinator of youth activities. The unit system of placement operations was installed in the heartland Employment Service offices.

The reorganization quite naturally caused some problems of supervision. Planning was necessary for each office and for each unit in each office. The plan for each unit and each office necessarily had to take into consideration the plan of every other unit and office, for orderly functioning and proper emphasis on each occupational and industrial grouping. Then an Area Office plan, something entirely new to us, was required to tie the segments together.

Early in our operations, problems of coordination developed, especially between Employment Service offices and the UI claims office to assure that claimants had filed applications and that information affecting claim status is properly exchanged. The solution to this problem was not too difficult.

A more serious problem was that of furthering the idea that ours is essentially one big office consisting of several branches, and that it is not sufficient for one branch office to achieve notable results in making placements if it neglects the needs of the others. Exchange of occupational-industrial placement information among offices, with due regard to the potential, and reeducation of Employer Relations Representatives, proved the key to solving this problem.

The assignment of occupations and industries to offices and units cannot be static. Changes in community occupational and industrial patterns require constant examination of assignments, else workloads become unbalanced and groupings become illogical in point of service to applicants and employers. We adopted a Bureau suggestion of constituting ad hoc committees, headed by the Area Manager and consisting of managers and appropriate supervisory personnel, to consider changes in assignment from office to office and from units within an office. Changes are made only after all the facts and figures are given due consideration. Those changes which have been made have all resulted in smoother operations.

One problem—which we probably share with every office that has adopted the unit system—is that of initial routing of an applicant who has no fixed occupation or who wants or needs to change his occupation. Of course, he needs counseling. But how can we decide to which unit or office he should be routed initially? We don't know the answer yet, but we are hopeful that experience will provide some clues so that we can find a solution. Part of the solution will be provided, insofar as our younger workers are concerned, when we establish our Youth Opportunity Center.

Better communication among offices, between various levels of supervision, and a free flow of information from the top to the bottom of our organization has minimized or eliminated many of our problems. Regularly scheduled staff conferences, with full participation by all in attendance, have proved invaluable in solving problems and in producing ideas which have strengthened supervision and improved operations.

We feel that our reorganization has enjoyed a fair measure of success and that we will continue to progress. We detect higher morale and more sense of purpose in our staff members. Our placement people are naturally proud of the achievements of their own units, but they also have a healthy concern for how the whole area is doing. However, in any evaluation of the results of a system, we must compare the "before" and the "after" by examining our statistical reports. The record, while not phenomenal, is very encouraging.

Our reorganization went into effect on June 4, 1962. For the fiscal period ending June 30, 1962, we took 43,000 applications and made 26,000 placements. For the period ending June 30, 1963, one year after our reorganization, we took 49,500 applica-

tions and made 29,700 placements. After 2 years' experience, our new applications dropped to 48,800, but we made 33,500 placements. Our applicant-holding acceptances went from 750 before reorganization to 945 this last year.

What types of placements accounted for this increase? Were they short-time, day workers, casual workers? Not a bit. They were good solid regular placements. Our professional and managerial placements went from 404 to 847. It is true that we had an increase in professional employment due to location of a missile plant in the area, but it is also true that we were now equipped to go after this potential where previously we had not been.

Our clerical and sales placements had amounted to 7,610. In fiscal 1964, they went up to 9,419. All of our occupational categories rose proportionately, even our unskilled. Our day worker placements actually dropped from 4,826 to 2,907 and our casual placements remained substantially the same.

Our ES–211 shows that industries were served in good proportion to their employment and potential, and that no significant group was neglected. We are particularly proud of our youth placements which show a continuing rise from 2,491 in fiscal 1962 to 6,042 in fiscal 1963 to 9,387 in fiscal 1964. At the same time, we maintained our level of placements of older workers.

Was our reorganization worth the trouble? Our answer is a big, loud YES.

The Springfield Reorganization

ROBERT E. GOULD

A medium-sized local office, originally organized on the basis of functional specialization, undergoes reorganization based on the industrial-occupational organization concept.

The Springfield office of the Massachusetts Division of Employment Security was one of the first medium-size offices in the Nation to be reorganized on an industrial-occupational basis. Improvement in local office service through reorganization in the 55 largest metropolitan areas had proved to be so positive that attention was next directed to local offices in so-called "second-tier" metropolitan areas, where populations were less than 500,000.

The Springfield project began in late November 1962, when members from national, regional, State, and local office administrative levels sat down to devise a reorganization plan for the office. Background information developed about the office and the area served included the following facts. The local office is located in a city which, at the last census, had a population of 174,500. Springfield is the largest city in the western half of the State, and is the largest city in the standard metropolitan statistical area of which it is a part. This SMSA consists of five cities and 12 towns. The local office area includes the cities—Chicopee, Springfield, and Westfield, and 16 towns. The population of the area served by the local office was 420,220 at the last census. Industry in the area is diversified, with manufacturing, wholesale and retail trade, and service industries, in that order, providing the major portion of employment.

The reorganization team first considered four items: premises, organization, procedures, and staff.

The office was located in a comparatively modern building renovated for the Division's use. The building was situated on a corner on the main street of the city, in the heart of the business and retail district. Both Employment Service functions and Unemployment Insurance functions were housed in one large room containing 17,000 square feet of fluorescent-lighted floor space.

The organization was based on the principle of functional specialization. An Employment Office Manager directed the Employment Service portion of the office, and another Employment Office Manager directed the Unemployment Insurance functions. Both Managers were directly responsible to a Supervising Employment Office Manager who coordinated the activities of the two functions. The functional specialization plan in effect in the Employment Service section of the office provided for a staff of 23, consisting of head interviewers, principal interviewers, senior clerk interviewers, and junior clerk-typists.

The Employment Service staff was divided into two units, each supervised by a head interviewer. One was responsible for the specific occupational codes 0–1–4–5–6–7, and in addition, for all application-taking, test administration, and clerical services. The other unit was specifically responsible for the occupational codes 2–3–8–9, and in addition, for all of the office's employer relations activities, for clearance activities, reception, and maintenance of all files.

Some of the interviewers were assigned to an application-taking unit. Others were assigned to one, or possibly two, occupational codes for which they accepted employer job orders and did selection and referral work. Still other interviewers were

Robert E. Gould is Supervising Employment Office Manager, Springfield local office, Massachusetts Division of Employment Security.

assigned as Employer Relations Representatives and spent all of their time making personal visits or telephone solicitation contacts. All of these people specialized in a narrow range of functions, but were supposed to be responsible for hundreds of employers in a wide range of industries, each with its own special characteristics. The limited and highly specialized experience of the average interviewer left him poorly equipped to recognize all the variety of needs for the wide range of services offered by the local employment office.

Monotony threatened to obviate any gain in proficiency resulting from constant repetition of the same operation. Such specialization also provided management with built-in problems of lack of flexibility and depth. The absence of one staff member reduced the accomplishment possibility because there was no one to take his place. Delegation of responsibility was severely limited, and the principle of an effective span of control was violated because of the absence of sufficient levels of supervision. As demands placed on the Employment Service grew, it was increasingly evident that under the existing system of organization, coordination was, at best, difficult.

It was immediately evident to members of the team that existing procedures would have to be modified and new procedures provided. Existing staff would have to be retrained and staff additions made.

The reorganization team first reviewed the physical facilities of the Springfield office. They then conducted a detailed analysis of the geographical location of the sources of employment in the office area. An analysis of new hires and placements in the area followed. Since a sister office in the next city, Chicopee, was located only 4 miles from the Springfield office, that office area was also analyzed.

After careful study, the team recommended that the Employment Service and unemployment functions in the Springfield office be physically separated by the erection of a partition or wall across the middle of the office, and separate entrances be provided, each on a different street. They further recommended that Employment Service functions in the Chicopee office be discontinued at that location. Service for that area would be provided in the Springfield office. Three ES staff members from Chicopee would be transferred to the Springfield office. The analyses showed that the area previously served by Chicopee was, in fact, a part of the "heartland" of the Springfield office. The team recommended increases in staff commensurate with the expected increase in volume of activities. They made recommendations for modification of existing procedures and for new procedures. Aside from the increase in local office area, the most radical change recommended was in the form of Employment Service office organization.

Under the new system, four units were to be established and designated as the Clerical and Professional, Industrial, Service, and Technical Services. Each of the first three was to be organized in a manner very similar to a small office, that is, each unit was to be headed by a head interviewer, who would be a working supervisor. Each was to perform all functions, with the exception of counseling, testing, selective placement, and job analysis. All interviewers in the unit, by rotation, were to perform all the functions assigned to the unit, such as application-taking, order-taking, selection and referral, visiting employers, and contacting them by telephone to solicit orders. Each unit was to have its own files of active and inactive work registrations and employer orders, as well as its own employer records. Each unit would have its own receptionist, maintain its own files, and provide its own clerical service. The concept of individual small offices within the office was to be carried further by making each unit responsible for constructing and using the controls prescribed under the organization and management program. Thus, the local office plan of action would originate in the unit; the plans of the three units would be coordinated and integrated into an overall plan of action by the Employment Office Manager.

The fourth unit, Technical Services, was designed as a staff unit, providing job analysis, testing, counseling, and selective placement services

for the other three "offices" or units.

The greatest single operational difference in this system of organization, as opposed to functional specialization, was the assignment of responsibility to each unit for overall local office service to employers in a limited, specific group of industries and for specific occupational groups. This narrowed the unit's responsibility to specific "accounts" or employers, and made it possible to fix responsibility for service to these employers more easily.

The team's recommendations were reviewed at a meeting of the team members and the Deputy Director, Kenneth V. Minihan, late in November 1962. Substantially all of the recommendations were adopted, and on December 6, 1962, operations were begun under the new form of organization.

How well has it worked? The benefits have been many, some short-range and some long-range. The first question usually arising is: What happened to placements? The Federal evaluation performed in April 1963, barely 4 months after the inception of the reorganization, resulted in the observation that: "In the face of deteriorating labor market (area decline in nonagricultural employment of 2,250), the local office, operating under the industrial-occupational unit system, nevertheless showed an overall increase of 8.5 percent in placements over the corresponding period in 1962. The initial increase in January 1963 was 19.3 percent." This could be called the short-term gain.

What of the long-term gains? There seem to be several. The participation of a majority of the staff in all of the unit's functions, and the day-to-day use of management controls both qualitative and quantitative, have brought an increased awareness to each staff member of all the parts of the operation. He now comes in contact with all the tasks and functions of the local office, not just an isolated specialty. He talks more intelligently with applicants and employers alike about their employment problems. He is, in short, a more fully informed and enthusiastic purveyor of the total picture of employment service.

Management, too, has gained. Staffing problems posed by absences due to illness and vacations have been reduced because the Manager has more "depth" in a system where everyone is constantly performing all the functions. Delegation of authority has been extended and coordination has been improved.

Under this system of organization, the development of operating plans begins at the operating level and, as development of such plans is carried up through the subordinate levels of supervision, the Manager is relieved of much of the detail. This, in turn, allows management more time and opportunity to devote to its traditional functions of organizing, planning, directing, and controlling.

What of the future? It is expected that minor revisions will be made to adjust the organization to an ever widening horizon of responsibilities and opportunities, such as those afforded by the increasing focus placed on the community's manpower problems. We have already experienced this with the advent and growth of our responsibilities under the Manpower Development and Training Act. A recent addition to Unit D has been a section designed to coordinate the office units' needs arising from the increased demand for service under this Act.

Such is the flexibility of this form of organization, producing, as it does, more widely experienced local office personnel, that we confidently expect the next evaluation to reflect not only an increased accomplishment in placement activities, but also an increase in every aspect of our service to the community.

es newsletter

YOUTH OPPORTUNITY CENTERS

On October 18, Secretary of Labor Wirtz announced that a national network of Youth Opportunity Centers would be set up as a part of the Federal-State employment service system. Each YOC will serve as a focal point for government and community efforts to help today's youth prepare for tomorrow's jobs. Plans are for YOC's in about 105 metropolitan areas, with at least one in each State; rural communities will be served by augmented youth personnel in local ES offices and by mobile teams. Most of the States have submitted proposals for establishing the centers.

The new centers are aimed especially at helping disadvantaged young persons between the ages of 16 through 21 who, because of poverty and lack of education and training, have bleak prospects for employment. The major objective will be to improve their employability through testing, counseling, job development, referral to training and other public and private rehabilitative services, extensive follow-up, and eventual job placement. The centers will have the major responsibility for recruiting and selecting candidates for the Neighborhood Youth Corps, established under the Economic Opportunity Act of 1964. They will provide counseling, guidance, and job placement services to young men who fail the Armed Forces qualification test because of educational deficiencies. Youth who qualify for literacy and vocational training under MDTA and those being counseled under the regular ES high school program also will be served through the YOC's. Another task of the centers will be to obtain community support for the Volunteers in Service to America (VISTA), through aiding in the recruitment of these volunteers.

In announcing the establishment of the centers, Secretary Wirtz said: "Our hope for the future depends upon the character, energy and wisdom of our young people. But today that hope is forlorn as far as too many young men and women are concerned. Uneducated and untrained to fill the jobs created by modern technology, they walk an aimless path darkened by poverty, prejudice, and lack of purpose. . . . To accept the plight of these young Americans as beyond help would be a cruel error. They can know the satisfaction of contributing their labor, of achieving goals and enjoying rewards, but to do so they need help. We are

going to provide that help and as a first step we are establishing Youth Opportunity Centers."

REFUTING READER'S DIGEST ATTACK ON USES

Congressman Elmer J. Holland, Chairman of the Select Subcommittee on Labor, has placed in the Congresssional Record of October 20 a rebuttal of statements made in a recent Reader's Digest article attacking the USES and bylined by Congressman Frank J. Bow. In announcing his action, Mr. Holland said, "This article is so filled with inaccuracies and distortions that it was impossible to discuss them all, even in the statement of 10,000 words which I have placed in the Congressional Record."

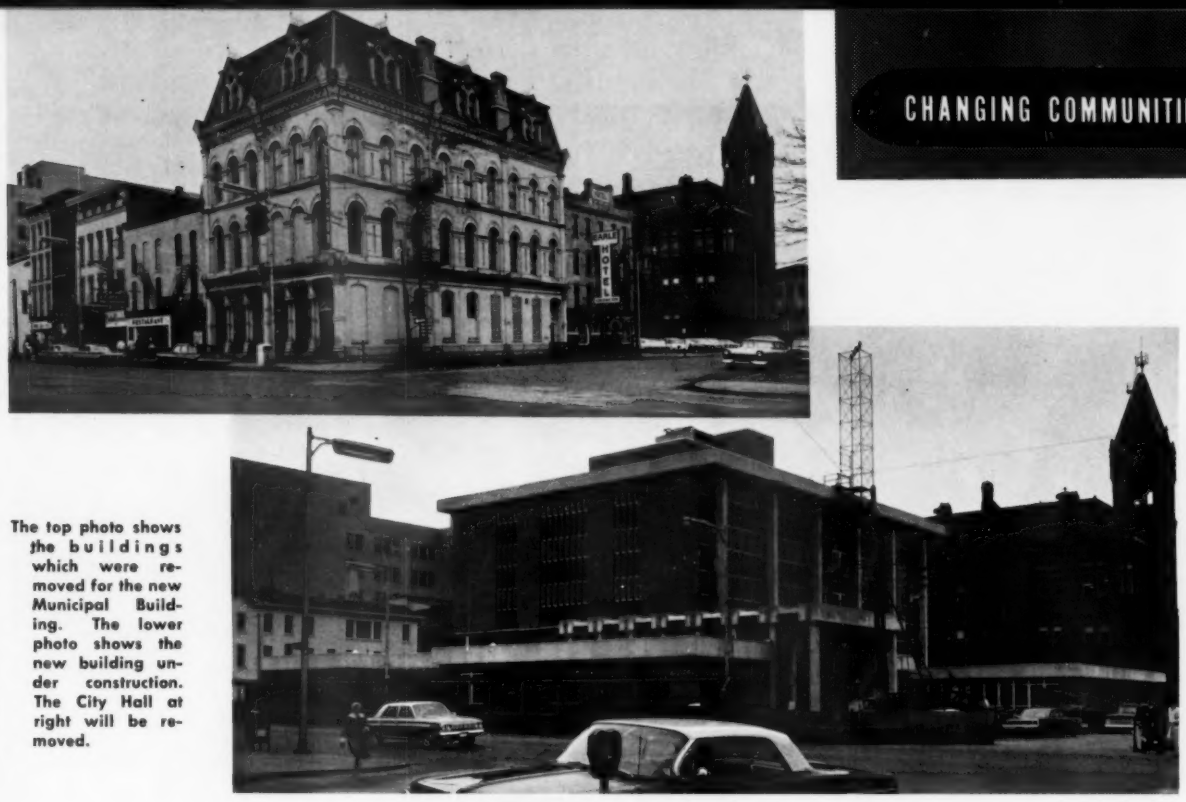
"The article's title," he said, "is 'The Great Manpower Grab.' This title was chosen for the purpose of shocking the public into a state of needless alarm over a completely imaginary 'Federal closed shop' which the author hints is on the verge of being forced upon American workers and employers." He added, "But there is no 'manpower grab.' It does not exist. What does exist is an all-out campaign, by selfish private interests, to cripple our Federal-State employment service."

Mr. Holland maintained that the "real purpose of the magazine is to persuade the readers of this article to write their Washington representatives and ask them to vote against the appropriations of funds necessary to support an efficient Federal-State public employment service. In anticipation of the influx of mail from misinformed citizens, this rebuttal is being placed in the Record for the convenience of my colleagues." He said that the author of the article had been invited to appear before the next session of the Select Subcommittee on Labor to try to substantiate his statements.

The October 16 issue of The AFL-CIO News, the official weekly newspaper of the labor federation, charged that the Reader's Digest article attacking the USES "is a compilation of fractured facts and distorted statistics that result in a wholly false picture of the federal employment service." In a special mailing, copies of the News story were sent by the AFL-CIO to the more than 500 publications of its affiliates.

USES DIRECTOR ON TEMPORARY ASSIGNMENT

USES Director Louis Levine left on November 6 for a 6-week assignment in Tunisia to take part in a mission for economic development in that country, and also to confer with ILO and OECD officials in Geneva and Paris. Mr. Levine also has been granted a leave of absence to conduct a graduate seminar on manpower and related subjects at the University of Illinois, beginning in early February and continuing until the middle of May.



The top photo shows the buildings which were removed for the new Municipal Building. The lower photo shows the new building under construction. The City Hall at right will be removed.

Erie's 10-Year Problem Eases

The Erie, Pa., area—plagued with high unemployment from early 1954 until mid-1964—was reclassified in July 1964 by the Department of Labor from an area of substantial and persistent unemployment to one of moderate unemployment because of general economic improvement. Loans and grants under the Area Redevelopment and Public Works Acceleration Acts and activities of State and local industrial development groups contributed to the area's economic recovery.

This article is a digest of the recently released Area Redevelopment Report for Erie. Comprehensive manpower reports are also available for the following 14 redevelopment areas: Fall River, Mass.-R.I.; Duluth-Superior, Minn.-Wis.; Atlantic City, N.J.; Johnstown and Altoona, Pa.; Mayaguez and Ponce, P.R.; and Charleston and Wheeling, W. Va. Copies of the reports may be obtained on request from the Division of Manpower Utilization Services, U.S. Employment Service, Bureau of Employment Security, Department of Labor, Washington, D.C., 20210.

Included in the Erie labor area is all of Erie County, Pa., on the south shore of Lake Erie in the extreme northwestern corner of the State. Erie, Pennsylvania's third largest city and its only lake port, is also the county's trade and service center. Since the opening of inland ports to ocean-going vessels through the St. Lawrence Seaway, Erie has grown increasingly important.

Basically a hard goods and metalworking center, the Erie area produces a variety of electrical and nonelectrical machinery and primary and fabricated metal products. Output of durable goods plants includes iron and steel castings, commercial valves, power regulators, electric motors, generators, electronic components, diesel and electric locomotives, construction machinery, metal wire and pipe products, mechanical measuring instruments, and toys. Among non-

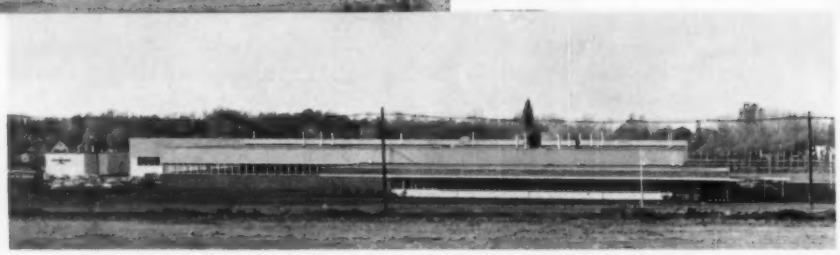
NEW OR EXPANDED INDUSTRY IN THE ERIE AREA

A valve and controls plant of a nationally known sewing machine company.

A knitting mill.

A molded plastics plant.

A new $1 million magnetics plant.



durables produced are paper products, rubber goods, and plastic items.

Over the 1950–60 decade, the area's population increased 14.3 percent to 250,700, compared with the national gain of 18.5 percent. During this time, while the Nation's civilian labor force expanded 14.9 percent, Erie's grew only 6 percent.

In 1963, almost half of the area's 78,500 nonfarm wage and salary workers were in manufacturing, compared with the U.S. average of about 30 percent. More than three-fourths of Erie's factory workers were in durable goods industries. Nonmanufacturing employment—mainly in trade, service, and government—averaged 41,700.

Nature of Erie's Unemployment Problem

Except for a brief recovery in 1956, annual average unemployment rates for the area have been considerably higher than the national averages since early 1954, reaching a peak of over 13 percent in 1958. Whereas protracted high unemployment in many other Pennsylvania areas has been tied to declining industries such as coal mining and railroading, Erie's resulted from a long-term downtrend in its dominant manufacturing segment—nonelectrical machinery and transportation equipment. An average of 18,000 persons worked in these industries as late as 1953. However, a sharp cutback in the manufacture of commercial refrigerators, accompanied by a changeover in the

Training courses in Erie are helping unemployed workers equip themselves for new occupations where jobs are available. Left, an MDTA class for short order cooks. Right, an ARA class for machine tool operators.

type of production at a major locomotive and locomotive parts plant reduced these jobs by 6,200 by 1955. The decline continued almost without interruption until 1962, when employment in these industries began to edge upward. Nevertheless, their 1963 average employment was only about half that of 10 years earlier. Plant modernization, consolidation of operations for greater efficiency, automation, product modification, and improved production and marketing techniques also contributed to the decline of wage and salary jobs, with primary and fabricated metals and electrical machinery plants experiencing the heaviest layoffs.

Except for the recession year of 1961, employment has edged upward in Erie since 1959. However, many displaced jobseekers, new entrants, and reentrants either migrated to other areas for jobs or withdrew from the local work force. As a result, the area's work force dropped from a 1959 average of 98,000 to 97,300 in 1963. Consequently, the average annual unemployment rate fell from 11.2 percent in 1959—more than double the 5.5 percent rate for the Nation—to 7.2 percent in 1963. While the 1963 rate was the area's lowest since 1957, it was still substantially above the national rate. Comparisons of area and national rates of unemployment for the last 5 years are:

Annual Average Total Unemployment Rates

Year	Erie	U.S.
1959	11.2	5.5
1960	9.5	5.6
1961	10.4	6.7
1962	7.6	5.6
1963	7.2	5.7

First classified as an area of "substantial" unemployment in May 1954, Erie continued in that category until July 1956. It was again classified as "substantial" in July 1957, and in May 1960 became an area of "substantial and persistent" unemployment, when this system of classification was introduced by the U.S. Department of Labor. Following the passage of the Area Redevelopment Act in May 1961, Erie was recommended to the Department of Commerce for designation as a redevelopment area and appeared on its original listing of ARA areas in July 1961.

Nonfarm Employment Rising

Between 1959 and 1963, nonfarm wage and salary employment increased by 2,600, of which 65 percent was in durable goods manufacturing. The remainder represented job gains in nonmanufacturing industries. Between 1962 and 1963 nonmanufacturing accounted for nearly all of the 700 increase in total nonfarm employment. Over the year, construction, trade, government, and almost every manufacturing industry added workers to handle new activity. The exception was primary metals, where cutbacks took place between 1962 and 1963.

The steady decline in work force was halted in 1962 and a small rise occurred in 1963. Unemployment was also down because of the improved employment situation.

Erie's economy continued to improve during the first half of 1964. Each month, nonfarm employment considerably exceeded that for the same period in 1963. Nearly all industries in both the manufacturing and nonmanufacturing sectors shared in the gain. The reopening of a transportation equipment plant and new contracts for generators caused the heaviest manufacturing expansions. Government, trade, and construction have been responsible for the largest increases in nonfactory industries.

Characteristics of the Labor Supply

More than half of the active jobseekers in the Erie area were males, according to recent analyses of applications in the area's local public employment offices. Of the total, 25 percent were classified in skilled and semiskilled occupations, 16 percent were experienced clerical or sales workers, and 4 percent formerly worked in professional or managerial capacities. Unskilled and entry workers constituted about half of the available labor supply.

Federal Aids to Redevelopment

Under the program authorized by The Area Redevelopment Act of 1961, training has been approved for 350 persons in the following occupations: Welder, combination welder, machine tool operator, machine operator (general), and clerk-stenographer.

Under the Manpower Development and Training Act (MDTA), courses for 153 persons have been approved for training as short order cooks, practical nurses, and auto service attendants.

The Erie School District, in cooperation with the Pennsylvania Employment Service, initiated two classes of 40 each for the training of unemployed adults in two shortage occupations—sewing machine operator and knitting machine operator.

Under other provisions of the ARA, loans totaling $358,000 have been extended for the expansion of facilities and modernization of a furniture manufacturing plant.

Accelerated Public Works (APW) projects costing $5,356,000 in Federal and local matching funds have been approved for the Erie area. These projects include the construction and improvement of public buildings, public-use and water facilities, a wildlife habitat, additions to a hospital, and a sewage treatment plant.

Self-Improvement Efforts

In addition to Federal assistance, State and local groups have also been active in improving the economy of the area. The Pennsylvania Industrial Development Authority made available $350,000 to construct a plant for a knitting mill, which began operations in December 1963.

Operation of the new $1 million plant of the Eriez Magnetics Manufacturing Co. was started in early 1964. This facility, which was brought to Erie largely through the efforts of the Greater Erie Industrial Development Authority and the Millcreek Township Supervisors, makes Erie one of the leading magnet manufacturing centers in the world. Also, a $30,000 building was constructed for a firm which began production of children's dresses in April 1964.

The Pennsylvania Industrial Development Authority approved $139,192 for the planning of three separate peninsula projects under the Park and Harbor Commission: beach and parking areas, a marine channel, and a jetty. The State Legislature appropriated $1,295,234 for reconstruction of eroded beaches at Presque Isle State Park and for repair of steel retaining walls. The rebuilding of a superstructure of a public dock is nearing completion, at a cost of $42,000.

Underway are a $4 million expansion program at Gannon College and the second phase of a $3 million East Bay land reclamation project, part of the U.S. Army Corps of Engineers' dredging program. A downtown renewal project, which will eventually cost more than $10 million, has been approved by the Urban Renewal Administration of the Housing and Home Finance Agency.

Area Outlook

Prospects in the Erie area appear brighter than in many years. A rise in construction employment is indicated by the activities approved or underway. An upward movement in manufacturing is anticipated when new plants achieve full staffing patterns and labor demands for expanded existing plants are met. Of major importance is the stimulation resulting from increased demands for iron, steel, and aluminum forgings, electrical machinery, and transportation equipment. The area should benefit for some time to come from the increased demands of the Nation's railroads for new equipment.

By mid-1964, economic conditions had improved to the extent that Erie was removed from the Department of Labor's list of areas of substantial unemployment. The unemployment rate had fallen below 6 percent, and the outlook pointed to continued strengthening of the employment situation for the balance of the year.

Division of Manpower Utilization Services, U.S. Employment Service.

Counseling Supports Placement

Coordination and cooperation between ES counseling and testing and placement operations in matching persons and jobs mean more satisfactory service to both applicants and employers.

The Placement Specialist was somewhat puzzled. The young woman sitting at her desk seemed well qualified for the job they had been discussing. She had received excellent recommendations from former employers and, in addition to expressed interest in the position, she admittedly was in straitened financial circumstances. Still, she hesitated because of what she termed "personal problems" either to accept or to reject the job referral. The young woman was referred to a counselor, with whom she spoke freely of the problems that were causing her confusion. Subsequently, she accepted the job referral and was hired, to the long-range satisfaction of both employer and employee.

This is one example of Employment Service counseling as it supports placement operations. More typical examples would perhaps involve test administration and interpretation, when applicants are tested prior to possible job referral to obtain a measure of potential for a specific occupation. For a number of years, Employment Service counselors have been able, through such methods of interviewing and testing, to supplement the efforts of local office placement personnel for more effective job

Anne M. Nelson is Counselor in the Boise office of the Idaho State Employment Service.

ANNE M. NELSON

referral and placement. But, as the role of the ES counselor has recently become more comprehensive, the traditional role of the counselor as a member of the local office team has taken on new perspectives.

As the Employment Service has moved ahead to meet the demands of a new era of advancing technology and changing socio-economic conditions, the potential importance of the counselor has been increasingly recognized. As the most readily available source of vocational guidance in the community, it is expected that the ES, through its counselor, will be able to help individuals to find appropriate places in the world of work, and consequently, to aid society in its attempts to cope with today's manpower imbalance. In conjunction with this expanded role, the ES counselor's more traditional role, as a member of the local office staff serving the public through placement of the jobseeker, has taken on added importance—for effective service to both applicants and employers through appropriate placement has become more vital than ever in its long-range implications for society as a whole.

An essential part of the counselor's task is to help an applicant achieve an understanding of the world of work, and of himself in relation to that world. A person who attains this basic understanding will be able to utilize his abilities better and to develop his potentialities more fully, to the benefit of himself, his employer, and society. Achieving this goal is primarily a learning process through the aid of skilled counseling, but it is often found that testing can be a valuable supplementary tool.

With the GENERAL APTITUDE TEST BATTERY, it is possible to compare an applicant's aptitudes with the ability requirements for a large number of occupations or, by using a SPECIFIC APTITUDE TEST BATTERY, with a single occupation. While flat predictions cannot be made of success, degrees of success, or lack of success based on test scores alone, the probability of successful placement of an applicant on a job will be enhanced if his test performance places him above the cutting scores for that occupation. The girl with inadequate clerical aptitude may well have a difficult time as a general office clerk. The worker with limited manual dexterity in a work situation requiring a high level of manual dexterity may soon grow frustrated at his inability to keep up, and either quit or be fired.

Some measure of the possession or lack of these abilities before job referral and placement may spare the applicant the experience of failure, and can be a saving for the employer in terms of production and training costs. At the same time, however, care should be taken to guard against the tendency to assume that the applicant who has scored 10 points higher than another applicant will necessarily be much more successful on the job.

While skilled counseling and responsible test administration and interpretation can be of aid to both applicants and employers through appropriate job placement, Employment Service personnel can maintain and increase the adequacy of these functions through intrastaff communication and cooperation. Counselors must take responsibility for seeing that other staff members have some knowledge of both the possibilities and limitations of counseling and its tools, while placement personnel should be aware of the advantages in proper utilization of these services. Accordingly, counseling and testing services are important in enabling the local employment office to fulfill its function more effectively as a community manpower service center.

The work of the ES counselor assists the placement staff in making effective job referrals and placements.

This Boise, Idaho, commercial laundry has found that manual dexterity is a must for job success.

Employability of MDTA Graduates Improves

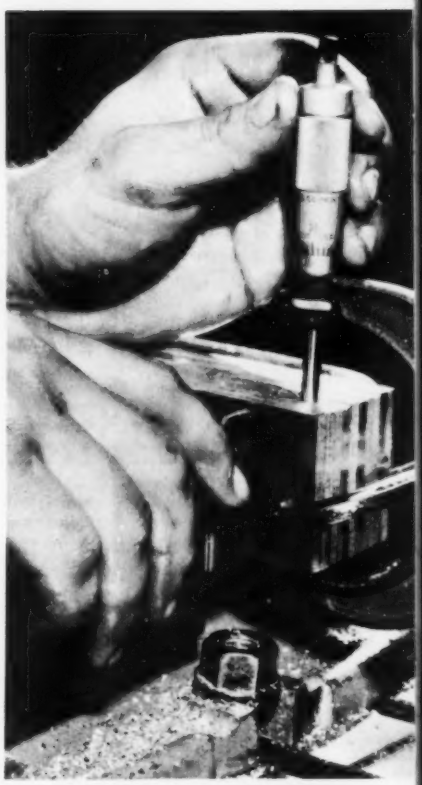
HARRY NOVICK AND HUBERT J. REEVES

As the number of persons completing MDTA institutional training increases, local public employment offices continue their central role in placing graduates. Since a previous report in the March 1964 issue of the EMPLOYMENT SERVICE REVIEW, both the number and percentage of graduates obtaining jobs have risen. By the end of June 1964, close to 51,000 persons had completed training and, according to reports from affiliated State Employment Services by early September, 73 percent had found jobs—9 out of 10 in training-related employment. Local offices placed nearly two-thirds of all the graduates (table 1).

State Employment Services have worked closely with employers and other community groups to promote job opportunities for trainees and to reduce obstacles to the hiring of older workers, the educationally deprived, the long-term unemployed, the handicapped, and other disadvantaged groups. Often the results of these job development efforts have been particularly rewarding. For example, in San Diego, Calif., where prospective employers were invited to observe and interview trainees about a month before the end of training, all 45 graduates of a course in electronics assembly were placed in jobs.

Bulk of Placements in 10 States

The 10 States with the largest number of MDTA graduates accounted for almost 60 percent of the 36,700 who obtained employment. The largest group, close to 3,500, found jobs in California; about 3,300 were employed in New York; and approximately 2,700 in Illinois. Connecticut, Michigan, Ohio, and Pennsylvania each reported between 1,700 and 2,500 employed trainees, while Missouri, Texas, and Washington reported over 1,000 each. Employment rates in these 10 States ranged from about 69 percent in Washington to about 80 percent in Texas. However, employment rates exceeded 85 percent in several States with smaller numbers of MDTA graduates—Alaska, Arizona, Delaware, Hawaii, Montana, New Mexico, South Dakota (table 2).



Many of the trainees in skilled occupations found jobs readily.

TABLE 1.—*Employment status of, and E.S. placement activities for, MDTA institutional graduates (through September 7, 1964)*

Employment status and ES placement activities	Trainees	
	Number	Percent
1. Completed training (through June 30, 1964)	50,552	100.0
A. Obtained employment	36,719	72.6
1. Training-related	31,811	62.9
2. Nontraining-related	4,908	9.7
B. Referred for employment, awaiting referral, or other (including status unknown)	13,833	27.4
2. Employment Service placement activity:		
A. Obtained employment	36,719	100.0
B. Placed by Employment Service	24,076	65.6
C. Other	12,643	34.4

Source: U.S. Employment Service, based on data from State Employment Services.

MDTA courses apparently enhance the employability of trainees regardless of their educational attainment, since the proportion of persons in the various educational levels who found jobs closely corresponds to the proportion of persons completing training. Also, MDTA trainees, particularly men, have high employment rates, regardless of their previous education (table 3).

Harry Novick and Hubert J. Reeves are in the Branch of Training Operations Reports Analysis, U.S. Employment Service.

TABLE 2.—*MDTA institutional trainees obtaining employment, selected States (through September 7, 1964).*

State	Graduate trainees employed	
	Number	Percent of all trainee graduates
Total—10 States	21,163	73.1
California	3,486	70.0
Connecticut	1,719	78.6
Illinois	2,671	72.9
Michigan	2,189	78.7
Missouri	1,320	72.0
New York	3,254	71.4
Ohio	1,705	75.3
Pennsylvania	2,221	69.6
Texas	1,421	79.6
Washington	1,177	69.2

Source: U.S. Employment Service, based on data from State Employment Services

Age, more than previous educational attainment, appears to influence trainee employment rates. Trainees 45 years and over, particularly, continue to have more difficulty in obtaining jobs than those in the younger age groups. In all age categories, however, successful completion of MDTA training increases employability.

In every age group, women MDTA graduates have a somewhat less favorable record than men in obtaining employment. Close to three-fourths of the men have found jobs, compared with a little over two-thirds of the women (table 3).

Long-Term Unemployed

Even after successful completion of training, the long-term jobless appear to have more difficulty in finding employment than those who had a shorter period of unemployment. This is especially evident among men, of whom about 78 percent of those jobless under 5 weeks have obtained jobs, compared with about 64 percent of those unemployed for more than a year before undertaking training. However, MDTA training has enabled over 60 percent of even the long-term unemployed to obtain jobs within a relatively short period after completion (table 3).

Skilled and Service Occupations

Of those persons who completed MDTA courses by December 31, 1963, approximately 30 percent were trained in semiskilled occupations, 25 percent in skilled trades, about 23 percent in the clerical and sales field, and about 14 percent in service occupations. Fewer than 10 percent were trained for jobs in the remaining occupational groups.

Graduates in the skilled and service categories were generally most successful in obtaining jobs. In contrast, clerical and sales trainees (most of whom were women) had the lowest employment rates.

TABLE 3.—*Employment rates of MDTA graduates by previous education, age, and duration of previous unemployment (for completions through December 31, 1963).*

Characteristics of MDTA graduates	Employment rates as of Mar. 15, 1964 (percent of completions)		
	Total	Male	Female
Years of school			
Total	71.9	74.7	67.8
Less than 8	70.7	71.9	67.1
8	70.6	72.5	66.8
9 to 11	70.6	73.8	65.9
12	73.0	75.9	69.0
Over 12	71.1	73.9	67.6
Age (in years)			
Total	71.9	74.7	67.8
Under 19	77.2	80.7	72.9
19 to 21	71.7	74.0	68.2
22 to 34	72.8	76.1	66.6
35 to 44	70.7	72.5	68.6
45 and over	67.5	69.3	65.5
Duration of unemployment (in weeks)			
Total [1]	71.2	73.8	67.5
Under 5	76.5	77.9	73.5
5 to 14	74.8	76.6	70.9
15 to 26	70.0	71.5	67.3
27 to 52	67.4	70.1	64.2
Over 52	63.2	63.6	63.0

[1] Duration data exclude underemployed and family farm worker trainees.

Source: U.S. Employment Service based on data from State Employment Services.

TABLE 4.—*MDTA Training Completions and Employment Rates, by Major Occupational Group (For completions through December 31, 1963)*

Major occupational group	Completed training through Dec. 31, 1963		Graduates employed by Mar. 15, 1964	
	Number	Percent distribution	Number	Employment rate
Total	27,582	100.0	19,820	71.9
Professional and managerial	931	3.4	669	70.9
Clerical and sales	6,326	22.9	4,180	66.1
Service	3,915	14.2	2,889	73.8
Skilled	7,000	25.4	5,407	77.2
Semiskilled	8,513	30.8	5,903	69.3
Agricultural and related and other occupations	897	3.3	778	86.7

Source: U.S. Employment Service, based on data from State Employment Services.

Graduates from courses in skilled occupations with highest employment rates included boot and shoe worker (97 percent), engine lathe operator (89 percent), pipefitter—ship and boat building (87 percent), and combination welder (83 percent). In the service category, highest placement rates were for chambermaid (88 percent), ward attendant (88 percent), and orderly (83 percent). Among semiskilled occupations—the group with the largest number of graduates—those trained as aircraft subassembler and general machine operator had employment rates of about 80 percent each (table 4).

Good Vegetable Crop Attracts Farmworkers

Although peak employment of seasonal hired farmworkers had passed by mid-August, some 1,118,900 were working in major agricultural areas reporting to the Bureau of Employment Security. Nearly half were in vegetable and tobacco harvesting. The 174,500 decline from July followed diminished activity in summer fruit harvesting and cotton chopping.

Seasonal-worker employment of 1,035,900 in August 1963 is not strictly comparable with August 1964 estimates, since reporting coverage was extended in a few States this year.

More Vegetable Jobs

About a fourth of the seasonal hired workers, 284,900, were harvesting vegetables in mid-August, double the number in July. Western States had 42 percent of all vegetable-harvest workers and three-fourths of the 84,500 bean-harvest workers. The Eastern Seaboard accounted for 40 percent of the 54,200 tomato pickers and about half of the 24,100 potato diggers.

Total vegetable employment exceeded the 278,600 in August 1963, last year's peak, because of the increased number of workers (10,200) needed to harvest a larger crop of tomatoes. Increases in potato and pepper employment were the result of changes in timing of the crop season. However, a late season in the Northwest, as well as lower production, caused a 15,100 drop in employment in the bean harvest. Also, adverse weather lowered yields and affected harvesting of cucumbers for pickles in Michigan and Wisconsin.

Tobacco Jobs Rise

Tobacco-harvest employment rose from 198,400 in July to 235,500 in August, with over four-fifths working in North Carolina. Most remaining workers were in other Eastern Seaboard States or in Kentucky. The August 1964 estimate is not strictly comparable with the 138,100 reported for the year before, because the North Carolina agency expanded agricultural reporting to more tobacco-producing counties.

Cherry Harvest Still in Progress

Fruit-harvest employment declined from the July peak of 283,000 to 140,000 in August, as cherry and strawberry activity tapered off. While total employment did not differ significantly from August 1963, more workers were harvesting cherries and grapes and fewer were working in peaches, plums, and bushberries. A decline of 5,900 in peach-harvest employment was related to freeze damage in the Southeast earlier in the year. Employment of 14,600 in the cherry harvest compares with 1,500 in August 1963. The mammoth crop created an unusual situation, particularly in Michigan. In the Manistee and Traverse City areas, a few thousand workers were still in the orchards selecting the usable from the overripe fruit. In other Michigan areas, the harvest had been shut down with a significant portion of the crop still on the trees.

The usual midsummer lull in cotton employment between cultivation

and harvesting resulted in a drop in the number of choppers to 55,300 in August, about a third as many as in July and slightly fewer than a year earlier. For the cultivation season through mid-August, employment averaged 14 percent below the 1963 period because of technological displacement.

Estimated Employment of Seasonal Hired Farmworkers, by Geographic Origin and Crop Activity[1] *August 15, 1964*

Type of worker	Number employed	Percent distribution
Total	1,118,900	100.0
Domestic	1,050,200	93.9
Local	820,900	73.4
Migrant	229,300	20.5
Intrastate	70,900	6.3
Interstate	158,400	14.2
Foreign	68,700	6.1
Mexico	64,600	5.8
British West Indies	2,500	.2
Japan and Philippines	1,300	.1
Canada	300	(2)
Crop activities		
Total agriculture	1,118,900	100.0
General	77,300	6.9
Cultivating	141,000	12.6
Cotton	55,300	4.9
Fruits	22,100	2.0
Tobacco	22,100	2.0
Other crops	41,500	3.7
Harvesting	801,100	71.6
Vegetables	284,900	25.5
Beans	84,500	7.6
Tomatoes	54,200	4.8
Cucumbers	37,400	3.3
Potatoes	24,100	2.2
Other vegetables	84,700	7.6
Tobacco	235,500	21.0
Fruits	140,000	12.5
Peaches	37,900	3.4
Bushberries	30,100	2.7
Other fruits	72,000	6.4
Hay	50,200	4.5
Cotton	39,000	3.5
Grain	37,900	3.4
Other crops	13,600	1.2
Activity unspecified	99,500	8.9

[1] Based on reports from 224 of the 274 agricultural reporting areas delineated by the Bureau of Employment Security.
[2] Less than 0.05 percent.

Many of the tomato pickers worked along the Eastern Seaboard.

Cotton-harvest employment rose from 10,900 in July to 39,000 in August. While the harvest had started in several Southeast and Delta States, Texas still had most of the workers. Employment dropped 21,700 below last August because the season was late and more machines were in use.

As of September 1, the U.S. Department of Agriculture estimated a crop of 14,945,000 bales, 2.5 percent less than the 1963 crop. According to the Bureau of the Census, about a fourth less cotton had been ginned than by the same date in 1963.

Hay-harvest employment declined from July to 50,200 in August, but was slightly above a year earlier. Grain-harvest employment rose 77 percent over July to 37,900, but was adversely affected by drought damage to the Texas sorghum crop.

Migrant-Worker Employment Past Peak

After reaching its peak of 264,200 in mid-July, migrant employment declined seasonally in August to 229,300—including 158,500 interstate and 70,800 intrastate workers. Employment was 11,200 higher than last August, primarily because of increased vegetable-harvest work.

The 55,000 interstate workers on the *Eastern Seaboard* mainly migrated to the Middle Atlantic region either from their homes in Florida and other South Atlantic States or after finishing jobs in North Carolina, Virginia, and Maryland. Vegetable picking was their major activity, but a few were harvesting blueberries and deciduous fruits. Included were 7,000 contract Puerto Rican workers, most of whom were harvesting blueberries and vegetables in New Jersey and nearby States; several hundred worked in the shade tobacco harvest of Connecticut. New Jersey also reported several hundred walk-in Puerto Ricans.

Although many interstate migrants left the *North Central States* when they finished harvesting cherries, 58,300 were still employed there in mid-August. Some remained in Michigan to harvest blueberries, pickles, and tomatoes. Others moved to the tomato and pickle harvests of Ohio

Grain harvest employment rose during August.

or the tomato harvests of Illinois and Indiana. Most were residents of the South Central or Mountain States.

The Western States engaged some 42,700 interstate workers in mid-August. More than half were in California gathering peaches, grapes, pears, prunes, and other crops. Workers who went to Oregon to harvest fruits in earlier months remained to harvest beans in August. Most of these migrants were from Southwestern States, although many had worked in adjacent States before moving to their mid-August jobs.

Of the 70,800 intrastate workers in mid-August, California had 25,400 and Texas 15,800. In California, they harvested chiefly fruits, while most of those in Texas cultivated cotton and sorghum grains. Some 7,000 intrastate workers in North Carolina harvested tobacco.

Fewer Mexicans in Cotton and Cucumbers

Foreign contract workers in the United States in August totaled 68,700, including 64,500 Mexicans, 2,500 British West Indians, 1,300 Japanese and Filipinos, and 300 Canadians.

Over half of the Mexican workers were in California, where demand for bracero labor was slightly greater than a year ago, mainly because of the timing and abundant yield of the tomato crop. Large numbers of Mexicans were also employed in California's lettuce, snap-bean, melon, strawberry, and citrus-fruit harvests. Approximately 12,800 Mexicans were used in the Michigan pickle harvest, while the 10,400 in Texas primarily were cultivating cotton and harvesting cucumbers.

Of the 2,500 British West Indians in the country, over 1,800 worked in Connecticut and Massachusetts in the shade tobacco harvest. Most of the Japanese and Filipino workers in California harvested vegetables, while the few Canadians in Maine cultivated potatoes.

Foreign-worker employment was 2,500 below August 1963. A 3 percent drop in Mexican employment resulted from lower labor requirements in the Texas cotton and cucumber crops. Also, British West Indian employment declined 11 percent over the year as more domestic workers were available for preharvest activities in Florida sugarcane.

Many Cotton Workers Unemployed

Some 69,300 seasonal hired farmworkers were idle in mid-August, according to reports from State employment security agencies. Most were students, housewives, and older workers who had finished chopping cotton in fields near their homes and were unwilling to move to other areas where jobs were available. They expected to find work when the cotton harvest started.

Of the 4,200 workers available for jobs outside their home areas, most indicated that moving was contingent

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A Program for Labor Pool Testing

HYRAM L. AMES

The Employer Relations Representative of a local ES office devises a program accepted by a local utility company to help it select appropriate candidates for its labor pool.

A local utility company had been aware of problems in its labor pool hiring situation for some time. The company has a true labor pool setup into which all entry workers are hired. From this labor pool, it is then possible for employees to move into many semiskilled occupations and into an apprenticeship pool from which all candidates for apprenticeship into skilled trades are taken. Attempts to help the company with its apprenticeship program had been made by our State Test Research staff as far back as 1956, but this help was mostly in the form of promotional material illustrating the effectiveness of aptitude testing to select candidates for apprenticeship. However, the unusual nature of the utility company's organization limited the extent of our early cooperative efforts.

The utility company's apprenticeship pool consists of five trades for which the company and the union have established apprenticeship agreements. However, a worker is accepted into the apprenticeship pool without regard to his abilities or interest in any specfic trade. After gaining acceptance into the pool, the candidate must await a posted announcement that an apprenticeship is available. If he so desires, he may bid for the apprenticeship. Only members of this pool are invited to bid.

Early in 1962, our State Test Research Section, with Bureau of Employment Security approval, entered into an agreement to test those individuals on the utility company's payroll who bid for acceptance into the apprenticeship pool. This procedure was agreed upon in order to allow the company to test the effectiveness of our aptitude test batteries while, at the same time, it would serve to stabilize company procedures for selection of candidates for apprenticeship training. Written orders went out to all divisions of the utility company that, from then on, all who applied for acceptance into the apprenticeship pool must arrange to take the Employment Service's GENERAL APTITUDE TEST BATTERY (GATB).

The utility company was pleased to find that our GATB proved as effective as our staff claimed it to be. The company was now ready to accept aptitude testing for all entry workers.

Our local office Employer Relations Representative was ready. His familiarity with the manual of operations brought to mind section 9159A, which provides for aptitude testing in labor pool situations and for devising a means of conveying the information on testing to the employer.

The ERR knew that, if he could devise a program based on these guidelines, it would be useful in offering services to other employers who utilize labor pool hiring. He then went to the Supervisor of Industry Services with his ideas. After a short discussion, the supervisor agreed that a program could be laid out to accomplish the project following these guidelines.

Our next meeting with officials of the utility company was attended by the ERR and the Supervisor of Industrial Services. The utility company was represented by its Personnel Manager, Apprenticeship Supervisor, and Personnel Representative. We learned that the company had six entry positions which make up the labor pool, five job classifications in the apprenticeship pool, and 25 job classifications that can be entered from the labor pool by bid.

With this needed information, the ERR and the Supervisor of Industrial Services set about fitting the information into our Specific Aptitude Test Battery structure. Fortunately, we had an SATB for every job listed by the utility company. Our Supervisor of Industrial Services went to work devising a suitable form for submitting information on test results to the company.

The ERR was faced with the problem of organizing a procedure whereby the company could be assured uniformed services throughout all of its district territories, which include all of Utah and parts of Colorado, Idaho, and Wyoming.

More meetings and many telephone conferences went into the organization of this program. It was agreed that local offices, including those in Colorado, Idaho, and Wyoming, will make arrangements with their local utility company officials for the receipt of job openings. The Employment Service offices will select suitable applicants for referral to the company on the basis of the job order requirements. All applicants making direct contact with the company will be directed to the nearest Employment Service office to be considered as part of the applicant supply for selection, testing, and referral.

All applicants to be referred to the company on entry job openings will be given the GENERAL APTITUDE TEST BATTERY or the appropriate proficiency tests for stenographic skills.

Results of the tests will be provided to the company through the use of a form devised by the Industrial Services staff. The problems involved in devising a form were twofold: (1) the form had to conform to the disclosure provisions of the manual, and (2) it had to be an aid in the test-selection process. Af-

Hyram L. Ames is Employer Relations Representative, Salt Lake City local office, Utah Department of Employment Security.

ter due consideration, it was decided to use a form on which the results of GATB testing could be checked, the "check" to be given only in the event of a passing mark on the SATB (see illustration).

The "placement brief" and the coordinate scoring aids were drafted to make the job of the testing technician easier in marking the form. The scoring aid was designed to be used simultaneously with form 518, "Test Record Card," and the placement brief. The test technician has merely to line up the lines of the placement brief with those of the scoring aid, superimpose the test record card on the scoring aid, and then move the card down the aid, marking with a check those jobs on the brief for which the applicant meets the criteria.

UTAH STATE EMPLOYMENT SERVICE
affiliated with UNITED STATES EMPLOYMENT SERVICE

Placement Brief

POWER & LIGHT CO.

Name_____

This individual meets the basic aptitude requirements for the occupations checked below and would have a good chance of succeeding in any of them if given the proper training and supervision.

CLERICAL
- ___Bookkeeper
- ___Bookkeeping Mach. Opr.
- ___Calc. Mach. Opr.
- ___Compt. Mach. Opr.
- ___File Clerk
- ___Gen'l. Office Clerk
- ___Key Punch Opr.
- ___Mail Clerk
- ___Stock Clerk
- ___Tab. Mach. Opr.

ELECTRONICS, RADIO & TV
- ___Radio and TV Repairman

MACHINE SHOP
- ___Gen'l. Mach. Opr.
- ___Drill Press Opr.
- ___Machinist
- ___Turret Lathe Opr.

PROFESSIONAL & KINDRED
- ___Draftsman
- ___Programmer
- ___Systems Analyst

SKILLED & SEMI-SKILLED TRADES
- ___Combination Welder
- ___Elect. Appl. Serviceman
- ___Automobile Mechanic
- ___Fork Lift Truck Opr.
- ___Carpenter
- ___Pipe Fitter
- ___Powerhouse Engineer I

APPRENTICE PROGRAM
- ___Electronics Technician
  Test and Instrument Tech.
- ___Electronics Mechanic
  Meterman
- ___Millwright
  (Maintenance Mechanic)
- ___Electrician
- ___Lineman

OTHER _____

PROFICIENCY TEST RESULTS:
Typing_____WPM (Min. Speed: 60)
Shorthand_____WPM (Min. Speed: 80)

JOB APPLICANT SELECTION:
Aptitude tests help us find the job potential of people, but they don't give us all the facts. Many important attributes of good employees such as industry, initiative, organizational and leadership ability, cooperation, dependability, and resourcefulness are not adequately measured by tests. These and other personal qualifications of individuals must be evaluated from nontest sources such as work history, job performance, training records, and oral interviews.

COMMENTS: _____

Date_____ _____ _____
Mo. Day Year — Employment Office — Employment Representative

Two copies of the placement brief are to be prepared and forwarded to the company on the day the tests are administered. One copy of the form is to be mailed to the local representative of the company, who initiates the job order, and the other to the Personnel Manager in the company's Salt Lake City headquarters.

Each applicant referred will be given a company application blank to be completed in our office. This application will be reviewed by ES staff for accuracy and completeness and mailed to the company Personnel Manager in Salt Lake City with his copy of the placement brief. The applicants will be referred with an Introduction Card in accordance with accepted procedure.

If the local office does not have an opening with the company and cannot develop one locally for referral of qualified applicants, the company application, together with one copy of the placement brief and ES Clearance Referral and Placement Form 568, will be mailed to the Salt Lake City office.

Job openings throughout the company's territory are available to all applicants without regard to place of residence. Workers currently employed by the company who require testing for entry into the apprenticeship pool will continue to be handled, on the basis of an existing agreement, by the Test Research Section of the Administrative Office until all apprenticeship pool candidates are tested. Master orders for the six entry positions were made up from the job descriptions furnished by the company.

With a package consisting of the written terms of the agreement, placement brief, and master orders for the entry positions, our ERR arranged for another meeting with utility company officials to present the final program for their consideration. This meeting was attended by the same three company officials who attended the previous meeting and who had been consulted throughout

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Improving Public Understanding of the Employment Service

ROBERT C. SIMMONS

In a planned program, local employment offices in the Tampa area enlist help from community business and civic leaders, resulting in deeper public understanding of ES services and stepped-up placements.

Whom are we talking about when we say we want to improve public understanding of the Employment Service? Mr. Webster defines the public as "the community at large." No way has been found to contact every individual, especially in a large metropolitan area, to get our story across, although we continually try to do this through the press and over the radio and television. If these media cannot produce all of the desired results, what is the next logical move?

Civic and business leaders are an important link of communication in any community. If the potential of this group can be utilized, a better public image of the Employment Service must surely follow. Our plan was to include these individuals as an active part of the employment security program—not to seek a hollow endorsement. As this plan was put into motion, the simplicity of the operation was its most surprising factor.

Recently, the local employment offices in the Tampa area were reorganized on an industry unit system. One unit provides services for finance, real estate, and communications; another unit provides services to wholesale and retail trades; a third unit, to manufacturing; another, to construction. Other units have been set up as needed to perform efficient service according to the economic structure within the community.

Our first step was to select 12 to 14 leaders in the community representing the industry served by each unit. The fears we had about any possible adverse reaction were quickly dispelled after the first few individuals of the selected group were contacted. A vast majority of these busy executives were willing to cooperate. They indicated a sincere desire to learn about and inform others of the aims and efforts of their Employment Service office. As a result, the lists of participants were quickly completed and Advisory Committees were organized for the various units.

Meetings were held in the local office, at which Committee organization and responsibilities were planned. We soon found that when you say to a group of business leaders, "You pay our salaries and you are paying for the employment security program in your community," they put down their coffee cups, quit doodling, and take notice. Many of them had never heard these words before. Very few of these business leaders fully realized that employment security is of vital importance to the economic structure of the community; that for nearly every man a job ranks pretty high in importance for him and for his place in society. These groups learned that while the Employment Service does not create jobs, it brings together job openings and workers qualified to perform the tasks required by an employer. This appears to be a very simple process. However, there are many problems involved, and understanding of these problems can be one of the most important functions of these Advisory Committees.

In addition to the advisory council established for purposes of the Manpower Development and Training Act, we have an advisory committe and, in addition, we have four or five units within a local office with an advisory committee for each. We then have some 100 or more leaders representing all types of industry in the metropolitan area served by the local office.

What is a better way to improve understanding of a program than to be a part of and participate in it? Through the procedures outlined above this has been done in a local office in a metropolitan area. It has not only improved public understanding of the Employment Service—it has also increased the number of placements by 200 to 500 monthly.

Robert C. Simmons is Metropolitan Area Manager, Tampa, Florida Industrial Commission.

Labor Pool Testing

(*Continued from page 26*)

the development of the program. After some discussion to clarify portions of the program, the entire package was agreed upon by the company.

Next came the mechanics of putting the program into effect. The company was anxious to start and agreed to notify all district managers immediately. However, the Employment Service needed a little more time. The ERR explained that some of the company's territory was outside our Administrative Office's sphere of authority, and that certain procedure must be followed to get such a program into effect in Colorado, Idaho, and Wyoming.

Since technical problems inherent in such a program had been cleared with administrative staff before being submitted to the utility company, the Utah Administrative Office was ready to put the program into effect. Our administrative staff requested cooperation from the other States involved and appropriate arrangements were made.

With an Administrative Memorandum to all our own State staff, the program started rolling.

Counseling for MDTA Training

RALPH E. PARLETT and WILL LESLIE

That the ES counselor in a small local office often must wear many hats is revealed in this story of the followup sometimes involved after applicants are placed in MDTA training.

When you are the counselor, tester, Veterans Employment Representative, and selection and referral officer for the local State Employment Service office, your work is not over when you have placed an applicant in training.

The counselor who holds all these positions in the Cheyenne Employment Service office will tell you that this is just a start, and, if all interest stops there, the service is not complete.

Although it is the largest town in Wyoming (approximately 45,000), Cheyenne is yet too small to support a local office large enough for a staff member to handle only one activity. The counselor, along with other ES personnel, must wear many hats and is responsible for many programs. He has found that, in MDTA, "desk counseling," although an important step in the training process, constitutes onlv a small part of the total counseling needed.

For instance, there was Jerry. Jerry was one of many railroad workers laid off when his employer converted to diesel engines and there was no further need for large repair shops. Jerry had indicated that, during his leisure hours, he liked to work on cars. The counselor administered the GENERAL APTITUDE TEST BATTERY, and Jerry's scores indicated aptitudes needed for an MDTA auto body repairman course that was about to start.

Jerry accepted the referral to the training. On followup visits to the training facility, the counselor found that the instructors were pleased with Jerry's progress and had rated him "well above average." However, in the 16th week of training, the instructors reported that Jerry had been absent from training for 10 days.

Attempts to get Jerry into the local office were unsuccessful. Finally, the counselor went to Jerry's home and found him quite disgruntled. He was discouraged with the training and had grave doubts about his own abilities to do the job. After this "home counseling" visit, Jerry decided to return to the training. He caught up on work missed and once again showed above average abilities.

Things went smoothly until the 34th week of the training, when once again, the instructor reported that Jerry was absent. The instructor had been so satisfied with the progress

Ralph E. Parlett is Information Officer, and Will Leslie is MDTA Selection and Referral Officer in the Cheyenne local office, Wyoming State Employment Service.

An advanced MDTA trainee in the Cheyenne, Wyo., automobile body repairman course works on a truck seat frame with an acetylene torch.

Will Leslie (left), selection and referral officer in the Cheyenne local ES office, visits a training center to discuss student progress. MDTA instructor Stanley E. Birt shows him a totaled out Volkswagon which will be used for instruction in the automobile body repairman course.

that Jerry had made that he did not want to terminate his training. By this time, the course had reached a highly technical phase and makeup work would be difficult.

Once more, the counselor went to Jerry's home and counseled with him. Jerry returned to the training course and in the 52d week, graduated fourth from the top in a class of 16. He was referred and placed immediately at a local garage as an auto body repairman and is still working in this capacity.

If the counseling and "worrying" about this applicant had stopped at the time of the referral to the training facility with no followup, Jerry would have failed to complete the course and would never have been referred to the job he now holds.

Through his experience with several successful MDTA projects, this counselor is convinced that it is essential to visit the training facilities frequently. He has set a minimum of at least one visit a week. This gives him a chance to spot possible trouble areas before too much time has elapsed and the damage is irreparable.

In one case, group counseling was used to good advantage. This was a problem in morale. A secretarial course was being disrupted by four dissenters who claimed the instructor was "playing favorites."

After studying the situation, the counselor called a meeting with the trainees at the school. A long give-and-take session was held where all were given the chance to air their views and complaints and where each made suggestions on how the problem might be alleviated.

Although training was finally terminated for two of the four dissenters, the class ran to completion without further major incidents. The group counseling appeared to improve the attitudes of those who completed the training.

Counseling does not always stop with the trainee. Often, it is necessary to work with the instructors. This was the case with Robert, who is mentally retarded, aged 21, and married with no children. Robert attended school through the sixth grade. His "G" (intelligence) score on the GATB was 76. In spite of his mental retardation, his strong motivation for training as an automobile body repairman appeared much in his favor and Robert was selected for the auto body repair training.

A trip was made to the training facility to explain to the instructors that Robert would need special attention and instructions would have to be repeated several times as he learned each part. The course is now in its 23d week. The instructors report that Robert, although a little slow in learning, has not missed a day of training. They rate him only slightly below the average of the class. They feel that, upon completion, Robert may not be able to estimate costs of jobs, but they are confident that he will be successful in auto body repair work.

The service to the employers, to the community, and to the applicants cannot be measured. However, if success can be measured to any degree by that part of the counseling and training process that can be tabulated, then the Wyoming State Employment Service can point with pride at the Cheyenne venture. There have been three MDTA projects completed, with 67 trainees entering training and 51 completing, about 76 percent. Of the 51 who completed the training, 44, or 86 percent, obtained jobs in the occupations for which they were trained or in occupations closely related to the training.

LATEST TRAINING HIGHLIGHTS

Under ARA Program
(As of Oct. 1, 1964)

Approved training projects	814
Total Trainees approved	37,400

Employment Status
(Nov. 1961–June 1964)

I. Completed training	21,053
A. Obtained employment	15,892
Training-related	14,321
Nontraining-related	1,571
B. Referred for employment, awaiting referral, and other (including status unknown)	5,161
II. Employment Service placement activity	
A. Placed by ES	10,332
B. Other	5,560

State Agency Trainee Selection and Referral Activities
(Sept. 1962–Sept. 1964)

Screening interviews	99,245
Counseling interviews	40,981
General aptitude tests	24,430
Specific aptitude tests	34,647
Proficiency tests	3,967
Referrals to training	31,731

Under MDTA Institutional Program
(As of Oct. 1, 1964)

Approved institutional training projects	4,083
Total trainees approved	219,633

Employment Status
Sept. 1962–June 1964)

I. Completed training	50,552
A. Obtained employment	36,719
Training-related	31,811
Nontraining-related	4,908
B. Referred for employment, awaiting referral, and other (including status unknown)	13,833
II. Employment Service placement activity	
A. Placed by ES	24,076
B. Other	12,643

State Agency Trainee Selection and Referral Activities
(June 1962–Sept. 1964)

Screening interviews	1,098,177
Counseling interviews	312,988
General aptitute tests	158,778
Specific aptitude tests	163,028
Proficiency tests	23,031
Referrals to training	160,250

Farm Labor

(*Continued from page 24*)

on wages and the availability of transportation.

Almost half of the shortage of 5,300 seasonal hired workers not met by the use of foreign laborers occurred in the Western States. Unfilled jobs were reported for vegetable workers in California, Oregon, and Utah and in Texas in cotton cultivating and cucumber harvesting. The agency could not recruit from among the surplus cotton choppers because these jobs were too far from their homes. Some North Central States reported a shortage of tomato and pickle pickers.

The Teletype Network

HERB FOLKMAN

Phase I is primarily concerned with (1) expediting the exchange among local Employment Service offices of labor supply and demand information needed in job placement, and (2) improving the capability of filling job openings within minimum time limits. The teletype network is basically an interarea recruitment tool, with emphasis on "distance clearance" as opposed to adjacent area activities.

Phase I began operations in October 1962, with a teletype network linking California's seven Professional Office Network (PON) offices. These offices are concentrated around California's two major population areas, Los Angeles and San Francisco. In southern California there are two PON offices in Los Angeles County, the downtown Los Angeles Professional Office and the Van Nuys Professional and Scientific Office, located about 35 miles northwest of the downtown office. A third southern California office is in San Diego, about 125 miles south of Los Angeles.

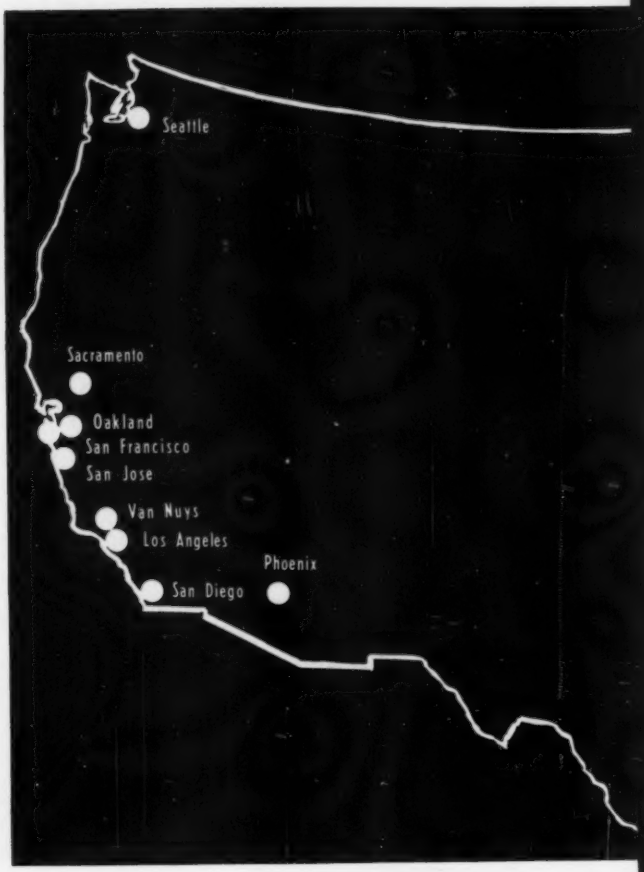
Three PON offices are located in the San Francisco Bay area, which is about 425 miles north of Los Angeles. These offices include the San Francisco Professional and Commercial Office, the Oakland Office directly across the Bay from San Francisco, and the San Jose Office at the southern end of the Bay, about 50 miles from San Francisco. The seventh PON office is in Sacramento, the capital city, about 100 miles northeast of San Francisco. The greatest distance between any two offices is that from San Francisco to San Diego, some 550 miles.

Expansion of this teletype network into interstate operations began in February 1964, when a station was established in Phoenix, Ariz. By June 30, 1964, the interstate network had connected Boston, Dallas, Philadelphia, Washington, D.C., Atlanta, New York, Detroit Chicago, and Seattle.

Originally the California PON offices were linked by the General Services Administration teletype system which provided relay service among the offices. This system was later replaced by equipment (via GSA subcontract) which provides direct and immediate contact between offices. Message transmission is accomplished by dialing the number of the office desired, as one might dial a phone number, and feeding prepunched message tape into the teleprinter which sends at the rate of 66 words per minute. Such off-line tape preparation permits error correction before sending.

(*Continued on page 34*)

Herb Folkman is Placement Supervisor and Clearance Officer in the Los Angeles office of the California State Employment Service.



LINCS—F

LINCS (Labor Invent tem) is a joint project of and the California Depa the two-fold purpose o strengthening interarea r of fast communications improving the efficiency use of electronic data p rently, the project is limit technical, and managerie

ogress Report

**Communications Sys-
U.S. Employment Service
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cupations.**

Mechanical File Search

KARL BYBEE

Phase II of the LINCS project addresses the problem of reducing the tedium of a manual file search in the initial stages of the selection process. Applicant and employer information is processed by an electronic computer in a central location. The "key word" indexing method is used instead of the traditional numerical coding classification system. This approach substitutes specific words, phrases, and terms for numerical codes, thereby providing a more flexible method of storing and retrieving information.

Field tests began in the Sacramento Professional Office January 2, 1964, and operate as follows:

(1) New applications taken that day are stored each night on magnetic tape.

(2) Orders are compared each night by a computer against the magnetic tape application file.

(3) Active orders are first searched against new applications for the current day, then these new applications are merged with the basic application file. New orders for the current day are searched against all applications on file.

(4) An applicant preselection "printout" produced by the computer for each order is teletyped to the local office each morning.

(5) The local office then compares the computer preselections to those resulting from the manual file search.

(6) For evaluation purposes, both the customary manual file search and computer file search will be conducted throughout the test period.

(7) Interviewers make the final selection for referral. Hand searches will be discontinued only after computer searches have been found fully adequate.

Here are some of the principal findings from trial-run operations thus far:

(1) Two of every three computer preselections of applicants were considered valid for job selection interview.

(2) One of every four active applicants was preselected for referral consideration on at least one job opening, providing a 25 percent job exposure for the entire active file.

(3) Search of the entire application file is conducted without reference to applicant and order DOT coding.

(4) Significant preselection of applicants whose occupational classification differed from order classifications occurred.

(5) Local applicants were easily exposed to jobs in

Karl Bybee is LINCS Project Supervisor in the California State Employment Service.

This Telex station in Sacramento serves both the California Project Office and the Sacramento Professional Office. Nina Mitchie, LINCS interviewer (standing), studies a tape with Millye Hale, Telex operator.

other areas by searching orders from employers in those areas against the local applicant files.

(6) Job orders from other parts of California, and even other States, can be searched simultaneously with local orders.

Because initial results were encouraging, field tests have been extended to the San Francisco Professional Office. Applicant and order information and the computer file search results are transmitted between San Francisco and Sacramento State Headquarters via the Phase I teletype network. Extensions to additional California PON offices are planned.

Project staff are pursuing further research in the development of a mechanized file search (via electronic computers) which will (1) screen an entire active file without regard to occupational codes; (2) be capable of centralized computer storage of the active files of multiple local offices; (3) search orders against statewide and national active files; (4) expedite the clearance process by searching orders against State and national application files and notifying both offices of the results; and (5) relieve the order-filling interviewers of tedious and time-consuming hand file search.

Phase II arrived at the field test status only after a great deal of planning and research in the adaptation of data processing methods to the selection and referral process. First, a field research staff of three occupational analysts interviewed representatives of some 500 California firms employing people in selected professional occupations to identify prime hiring specifications. These became known as "make-or-break" selection factors. This was necessary, since there was no existing tabulation or classification of such information. There was also the necessity to obtain new information which was not distorted by habit, preconceived notions, or stereotyping. This information was funneled to project staff to organize and to classify the information and to prepare forms for its use.

Initially, the approach to the storage and retrieval of applicant information was through the traditional method of digital coding. This proved impractical because it meant compiling a machine coding manual as a companion to the DOT. Such factors as salary, sex, job location, and veteran status can be handled by relatively simple coding, but critical problems arise in the work experience and specialization areas where there are no boundaries limiting the extent of information to be recovered. In addition, there is the problem of constant updating to keep abreast of new developments and new technology.

In early planning, the Project staff became enveloped in a mass of detail and groped for a new approach, one which would permit storage of narrative information directly from applicant and order forms, by a process free of complicated intermediate data coding. The result was a decision to use the "key word" indexing method which assumes that essential words, phrases, or expressions can be utilized to identify applicant qualifications and employer specifications on job orders. The concept also assumes that applicants, when describing their abilities to perform work, and employers, when listing job opening specifications, tend to use the same or very similar terminology.

The "key word" concept is not entirely new. It has been used in law and technical libraries where a quick method of locating reference material is needed. "Key words" from

The computer room in the Sacramento headquarters of LINCS. Left to right: Kaz Izumi, console operator; Karl Bybee, California LINCS supervisor; and Charles Orloff, chief of processing in California.

a request for a reference document were matched with "key words" on file for documents stored in the libraries, permitting quick retrieval of the needed document. Initial adaptations of and experiments with this approach fully justified trying it in an operating situation under controlled circumstances.

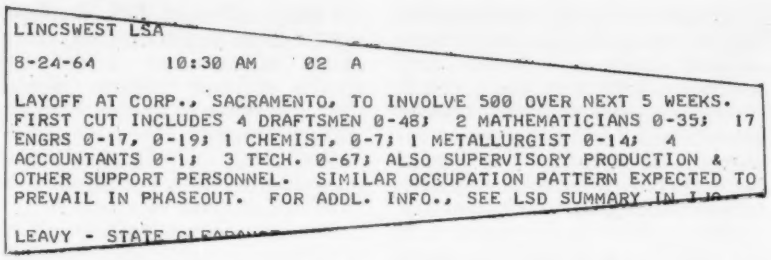
The approach has been checked with data processing specialists and with employers. A southern California space-age employer stated that a system which permits storage and retrieval of applicant qualifications in terms of key words and phrases currently in use should produce a most effective and rapid matching of workers and jobs. The employer endorsed the assumption that workers and employers tend to use the same terms when describing job specializations. Further, the employer stated that it is almost impossible to keep abreast of terminology through a standardized classification and coding system. He was most enthusiastic about the possibility of storing narrative descriptive information directly from records without going through a classification and coding process.

A field supervisor reported the enthusiastic and favorable response he received when outlining the technique to a workshop conducted by a group of engineers at a State College. These engineers, like the space employer, felt that a system which permits use of descriptive and technical information directly from résumés and which permits immediate access to this information is truly a step in the right direction.

On this page are examples of key wording for an applicant and an employer order, with the computer matched words in italics on both records.

Note the additional supporting qualifications expressed in such key words and terms as "blueprints" and "mechanical-draftsman" in the applicant record. Although there is no match on "computations" and "calculations," related terms "mathematician," "mathematical-analysis," and "statistical-analysis" were easily and readily identified.

Such specific areas as salary and


LINCSWEST LSA
8-24-64 10:30 AM 02 A
LAYOFF AT CORP., SACRAMENTO, TO INVOLVE 500 OVER NEXT 5 WEEKS.
FIRST CUT INCLUDES 4 DRAFTSMEN 0-48; 2 MATHEMATICIANS 0-35; 17
ENGRS 0-17, 0-19; 1 CHEMIST, 0-7; 1 METALLURGIST 0-14; 4
ACCOUNTANTS 0-1; 3 TECH. 0-67; ALSO SUPERVISORY PRODUCTION &
OTHER SUPPORT PERSONNEL. SIMILAR OCCUPATION PATTERN EXPECTED TO
PREVAIL IN PHASEOUT. FOR ADDL. INFO., SEE LSD SUMMARY IN I-J
LEAVY - STATE CLEARANCE

LINCS takes the first step toward placing workers who will lose their jobs because of a scheduled layoff.

educational level are handled by traditional digital coding methods. No computer comparison is made on the basis of the DOT codes. These are used only for local office identifying purposes and statistical reporting.

Equipment considerations are paramount in a project such as LINCS. Electronic computers are expensive, and their use is neither uniform nor universal among the State agencies. Because LINCS is a national project, California was specifically instructed to develop techniques which can be extended to other States agencies with a minimum of adjustment and equipment change. Test runs were to use available equipment, with no decision as to new computers or related equipment to be made until field testing was completed.

Available equipment stores up to 28,000 worker records on a single reel of magnetic tape, which in turn can be read by a computer at the rate of 75 feet per second, or about 6 minutes for an entire reel. This is approximately the number of professional, engineering, and technical applicants registered with the seven California Project offices. Hence, a single order can be screened against the entire California PON active file in less than 10 minutes! Recent developments in a new storage method—random access—offer even faster service. Employing this method, which uses magnetic discs instead of tape, a computer can go directly to a spot on a storage disc and retrieve desired information in a matter of milliseconds, not minutes.

Since current application and order forms do not lend themselves to key punching and related data processing operations, it was necessary to develop new forms. LINCS makes use of supplemental application and order forms so that conventional placement operations will not be interrupted. Training to use the new "key word" approach also had to be provided. The precision required in data processing forms completion was not an entirely easy thing for employment interviewers to accept. A misspelled word or a partially completed item means that an application or an order may be missed or rejected in computer file search.

Applicant: John Doe; 0–69.98; male; non-Vet; B.S. Degree in Mathematics; wants $375 per month.

(Experience Specialization Key Words)

Aerospace	Test-data-analysis	*Draftsman*
Engineering-aide	Blueprints	Management-trainee
Ground-support-design	Ground-support-equipment	Mechanical-draftsman
Mathematical-analysis	Mathematician	Statistical-analysis
Missile-flight-analysis	Quality Control	

Order: ..... Engineering wants "Engineering Aide"; 0–69.98; with B.S. Degree (no special major); salary $410 per month.

(Order Specification Key Words)

Calculations	Computations	*Drafting*
Engineering-aide		

Use of the new "key word" method has been encouraging. Interviewers adapted to it quite readily, and supervisors have noted that a "depth interview" tends to result because specific job information must be obtained. A byproduct has been a higher degree of accuracy in coding professional applications and orders.

Despite the potential presented in this wholly new approach to placement, computerized systems are not developed overnight. A major airline recently reported having spent 10 years developing its computerized reservation program. Many of our State Employment Services that now have advanced computerized claims record systems will no doubt agree that their systems took years to reach their present effectiveness. It will be necessary for Project LINCS to operate in the field for a substantial period of time, during which program "debugging" and perfecting can be accomplished. The LINCS Project is not fully operational in California and is not expected to be until some time in fiscal year 1966.

The Teletype Network

(Continued from page 30)

The new equipment has an additional advantage in automatic identification of both sender and receiver. At the time of dialing, the name of the sending station is automatically printed out on the receiving machine, while the name of the receiving station is automatically printed out on the sending machine. If the wrong station is reached, the call can be disconnected and redialed immediately. Furthermore, message reception does not require the presence of an operator. Another extremely important capability of the new system is its flexibility which permits new subscribers at any time without any special wiring or other technical arrangements. Installation is almost as easy as an additional telephone.

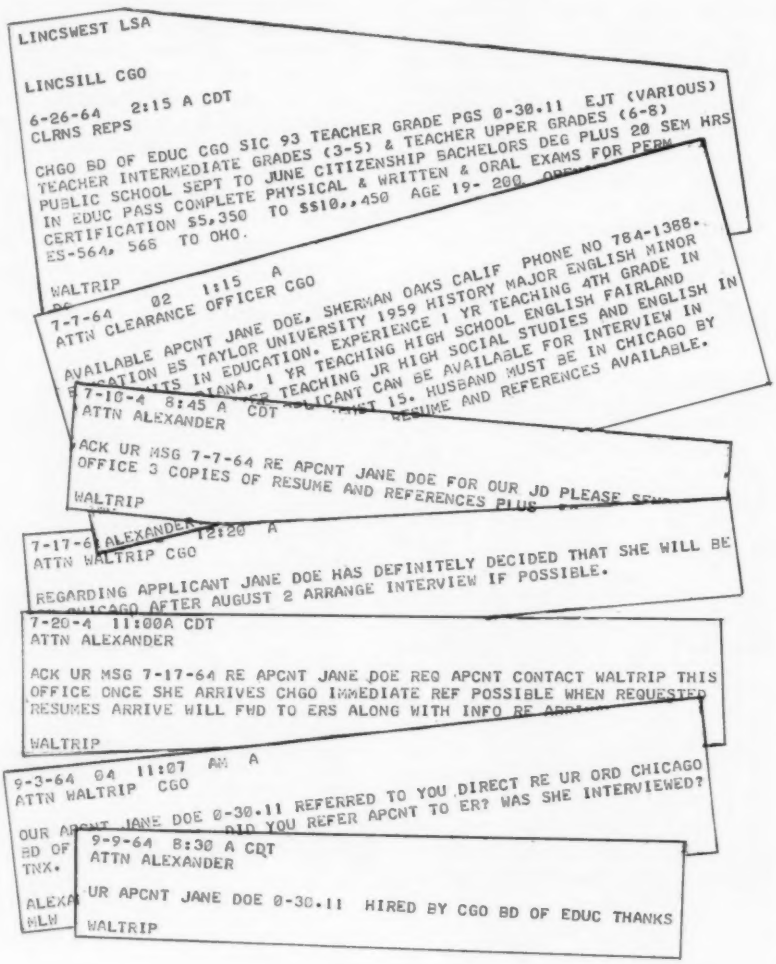
Within the Los Angeles Professional Office, the teletype equipment is located in the Clerical Unit and is operated by a specially trained clerk-typist. The entire local office staff has been given intensive training in the functions of the PON as well as the Local Office LINCS Handbook standards for preparation and transmittal of messages. Interviewers wishing to send messages prepare them and route them directly to the teletype operator. Messages are reviewed periodically by the LINCS supervisor to insure compliance with LINCS Handbook standards.

Because the entire professional field is so vast and diversified, the Los Angeles Professional Office has been divided into units which specialize in specific occupational groups, and each interviewer in these units deals with specific occupations, being thoroughly trained and familiar with those occupations with which he deals. When a teletype message is received, it is routed to the interviewer responsible for the occupation involved.

Local office response to the network has been immediate and extensive. Messages transmitting job orders, applicant qualifications, labor information, and requests for positive recruitment by major employers throughout the country have become routine. Since the network became operational in October 1962, nearly 3,300 applicant qualification messages have been transmitted in response to nearly 3,000 orders extended over the network.

Here are a few examples of the

The chronology of a job placement made by use of the LINCS network.


LINCSWEST LSA
LINCSILL CGO
6-26-64 2:15 A CDT
CLRNS REPS
CHGO BD OF EDUC CGO SIC 93 TEACHER GRADE PGS 0-30.11 EJT (VARIOUS)
TEACHER INTERMEDIATE GRADES (3-5) & TEACHER UPPER GRADES (6-8)
PUBLIC SCHOOL SEPT TO JUNE CITIZENSHIP BACHELORS DEG PLUS 20 SEM HRS
IN EDUC PASS COMPLETE PHYSICAL & WRITTEN & ORAL EXAMS FOR PERM
CERTIFICATION $5,350 TO $$10,,450 AGE 19- 200
ES-564, 566 TO OHO.
WALTRIP
7-7-64 02 1:15 A
ATTN CLEARANCE OFFICER CGO
AVAILABLE APCNT JANE DOE, SHERMAN OAKS CALIF PHONE NO 784-1368.
EDUCATION BS TAYLOR UNIVERSITY 1959 HISTORY MAJOR ENGLISH MINOR
EXPERIENCE 1 YR TEACHING 4TH GRADE IN
1 YR TEACHING HIGH SCHOOL ENGLISH FAIRLAND
TEACHING JR HIGH SOCIAL STUDIES AND ENGLISH IN
APPLICANT CAN BE AVAILABLE FOR INTERVIEW IN
15. HUSBAND MUST BE IN CHICAGO BY
RESUME AND REFERENCES AVAILABLE.
7-10-4 8:45 A CDT
ATTN ALEXANDER
ACK UR MSG 7-7-64 RE APCNT JANE DOE FOR OUR JD PLEASE SEN
OFFICE 3 COPIES OF RESUME AND REFERENCES PLUS
WALTRIP
7-17-6 ALEXANDER 12:20 A
ATTN WALTRIP CGO
REGARDING APPLICANT JANE DOE HAS DEFINITELY DECIDED THAT SHE WILL BE
CHICAGO AFTER AUGUST 2 ARRANGE INTERVIEW IF POSSIBLE.
7-20-4 11:00A CDT
ATTN ALEXANDER
ACK UR MSG 7-17-64 RE APCNT JANE DOE REQ APCNT CONTACT WALTRIP THIS
OFFICE ONCE SHE ARRIVES CHGO IMMEDIATE REF POSSIBLE WHEN REQUESTED
RESUMES ARRIVE WILL FWD TO ERS ALONG WITH INFO RE APP
WALTRIP
9-3-64 04 11:07 AM A
ATTN WALTRIP CGO
OUR APCNT JANE DOE 0-30.11 REFERRED TO YOU DIRECT RE UR ORD CHICAGO
BD OF DID YOU REFER APCNT TO ER? WAS SHE INTERVIEWED?
TNX.
ALEXA
MLW
9-9-64 8:30 A CDT
ATTN ALEXANDER
UR APCNT JANE DOE 0-30.11 HIRED BY CGO BD OF EDUC THANKS
WALTRIP

type of placement business done through the network:

(1) A résumé of a highly qualified purchasing agent was transmitted from Los Angeles to Oakland at 2:20 p.m. one day. By 3:15 p.m. of the same day, a reply was received from Oakland indicating that the applicant's résumé had been forwarded to a large business machine corporation in the Oakland area, and that the employer had already set the wheels in motion to arrange an interview with the applicant, who was subsequently hired.

(2) The résumé of an unusually well qualified industrial engineer with a Master's Degree was received by Los Angeles from Sacramento one afternoon. Later the same day, referral instructions were transmitted to Sacramento, resulting in the applicant's referral to a major aerospace corporation in Los Angeles.

(3) A representative of a leading employer located in the East, after touring the Los Angeles Professional Office, was so impressed with the new teletype network and its rapid interstate linkage that he recommended that his firm gear recruitment to utilize this service.

Current labor information received from the various PON offices throughout the country has been a valuable tool in assisting local employers to determine potentially fruitful geographic areas from which to recruit applicants. Such recruitment activities have not been confined to the continental limits of the U.S. The network was effectively utilized to assist an international organization, in Geneva, Switzerland, to set up recruiting activities in Los Angeles for various professional construction personnel to fill positions in a European country.

Several very unusual orders have been received in Los Angeles by teletype from various interstate PON offices. For example, Chicago transmitted an order for a Greek Orthodox clergyman to chant and teach classical Greek to his congregation. New York transmitted two orders, paying $18,000 per year, for highly specialized economists to work in Afghanistan. Résumés received from the various PON offices throughout the country, via the teletype network, continue to increase in quantity and quality. Résumés from applicants with Ph. D. and M.D. degrees and with salary histories up to $50,000 a year have not been uncommon.

All of these activities indicate a general trend toward greater acceptance of the Employment Service nationwide by both applicants and employers. This is further enhanced by the rapid communications facilities afforded by LINCS and available to the PON offices throughout the country. With these facilities, the PON offices are now able to serve applicants and employers with the speed so necessary in this space age.

Results at Muncie

JOHN DePAUL

A local office goes all out in a 6-month project to introduce its community to what the ES can do to bring idle workers and open jobs together—and with lasting results.

An experiment by the Indiana State Employment Service at Muncie 2 years ago demonstrated once again the worth of community interest and participation, and proved that the placement achievements of a local office are closely related to such specifics as adequate staff, facilities, and space. Even as minor an addition as another telephone trunk line to give employers easier access to the office resulted in additional job orders. The staff expansion, while limited, provided the personnel needed for basic Employment Service operations. The office, adequately staffed to meet the needs of the community, achieved effective and efficient performance in developing job openings and making placements.

Even after the project ended and the Muncie office returned to operating on its customary staff, residual effects buoyed up staff efforts to maintain the local office as the community's manpower center. Now, as never before, employers and job seekers knew what services the office provides and how effective these services can be in bringing idle workers and open jobs together.

During the 6 months the demonstration was in effect, field visits were made to every employer in the community. The Employment Service representatives were dismayed to learn that numerous employers had never heard of the Indiana State Employment Service, or, if they had, did not realize how they could benefit from its operations. Yet the office had been established in the community for years and had been conducting a creditable operation. The project gave the staff the opportunity to introduce the entire community to the advantages offered by a public placement agency.

The purpose of the Muncie demonstration was to provide a larger and better supply of labor to employers and to reduce periods of unemployment for workers. Indiana chose to place the project in an office with a particularly strong placement program to prove that even better results could be achieved with more adequate staffing and facilities.

The community-wide campaign to speed Muncie's economic upturn by putting people back to work prompt-

John DePaul is Administrative Technician, Indiana Employment Security Division.

ly was announced at a luncheon at Ball State Teachers' College in December 1961, a month before the project was to start. This affair was the initial step in bringing representatives of business, industry, labor, civic groups, education, and government together in mass efforts to shorten the length of time Muncie workers remained unemployed. Among the speakers at that first meeting were the Mayor and leaders from industry, labor, education, and the Indiana Employment Security Division.

In discussing the role the Indiana State Employment Service would play, Director Nicolini said that the Muncie office would be the central point for all information about job openings and job applicants and the focal point for bringing them together. He emphasized that the economic loss resulting from open jobs and idle workers would be minimized if people and work opportunities could be dovetailed more quickly. At that time, Muncie still had a substantial number of its citizens out of work, almost 6 percent of its labor force. Mr. Nicolini estimated that, if the duration of unemployment of these people could be cut by only 1 week each, the area would benefit by an added $250,000 in purchasing power. He strongly endorsed the community approach to solving problems connected with unemployment.

From the group of 80 prominent local people who met at the luncheon, an advisory steering committee was set up to assist in developing plans to carry out the project. The slogan "Let's Put Them Back to Work" was adopted. Nine community organizations endorsed the project in letters to their membership.

Overall planning and direction for Muncie's campaign came from Bureau of Employment Security staff who came to Indiana several times during the planning and activity stages of the project. The Indiana State Supervisor of Counseling became Muncie project director, dividing his time between Muncie and his Indianapolis office.

While the Federal and State office participants provided as much advice and counsel and promotional materials as needed, Manager Sadgebury and his staff at Muncie were encouraged to make the contacts, to meet with the council, to see the press, and to make themselves known to the entire community. This was a local project, and it was extremely important that it be handled by local people.

A modest budget of approximately $35,000 was allowed the Muncie office for the project. The ways to use the money were carefully considered and the decision was to allot the funds as follows: Staff, 46 percent; travel, 28 percent; advertising and publicity, 12 percent; communications, 6 percent; rental of premises, 6 percent; and purchase of equipment, 2 percent.

Additional staff was a vital need. The project was undertaken with so little notice that there was no time for training new employees. Therefore, five seasoned interviewers and a clerk were brought in from other local offices in the State. The entire staff of 35 workers was then coached in the purpose and methods of the project.

As space in the Muncie office was inadequate for even regular operations, another nearby location was rented to house testing facilities. More testing equipment was purchased, a new telephone system was installed, and needed office furniture and machines were acquired.

Thus equipped and staffed, and with local backing, the Muncie office began to saturate the area with promotional materials and to visit hundreds of employers, particularly those who had not used the Employment Service. The staff started the campaign by mailing two mimeographed letters and a pamphlet to 3,000 employers over a 3-week period.

Since the period of preliminary planning was only a month long, much advance preparation had to be telescoped. The month itself, December 1961, was not an ideal one in which to start a project. Muncie inhabitants were preoccupied with the coming holidays, weather slowed

Employment Security Division Director Lewis F. Nicolini addresses the opening session of the Muncie Campaign in December 1961.

necessary travel of administrative and Federal staff to the local office, and the mails were too clogged for a heavy round of preproject promotion.

Even so, the project progressed on schedule from January through June 1962. Application files were updated and improved. Applicants were reinterviewed. The program to reach every employer by letter, telephone, or personal visit went into full swing. During these 6 months, the Muncie office spent about $1,500 on newspaper advertising (double the amount spent throughout 1961) and approximately $1,000 on radio and TV advertising.

The staff sent brief résumés of outstanding applicants to some 2,200 employers. To take care of the extra applicant load brought in by newspaper advertising and call-ins, the office, for a while, stayed open 2 nights a week from 6 to 8 o'clock and on Saturdays from 8 a.m. to 12 noon.

As a result of the publicity, 2,300 persons filed new applications or renewed their inactive ones. An additional 4,844 applicants contacted the local office, two-thirds of whom were attracted by the newspaper publicity.

Nonagricultural placements shot up to 4,082, an increase of 69 percent over the same 6-month period in 1961. Placements in the April–June quarter were 81 percent over the corresponding quarter of the previous year. The increase in semiskilled placements was 357 percent, and there was a 168 percent increase in placements in manufacturing industries. Placements with the major market firms increased 168 percent. Of the employer orders received during the period, 97 percent had referral action.

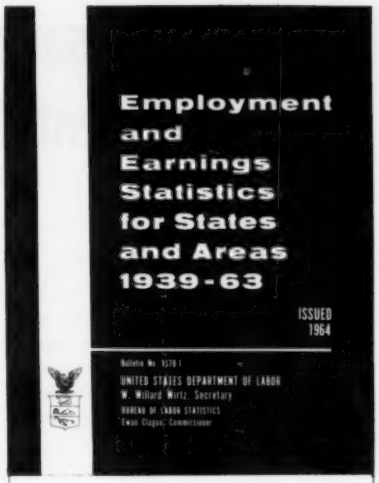
There were setbacks during the demonstration period, including a plant shutdown involving some 600 workers. With better timing of the project, the results might have been even more spectacular. As it was, most of the project was in effect during the low economic period of the year.

The office lost staff when the project ended but continued to stress efforts to bring unemployed workers and open jobs together quickly. Placements in subsequent years for the January–June period continued to be over 4,000. The community advisory committe became inactive, but the resulting good relations remained. Although the intensified employer visiting and job development programs had to be reduced because of lack of personnel, the office succeeded in retaining as regular users of the Employment Service many employers whose first orders were received during the project period.

In fiscal years 1963 and 1964, the office had no funds for classified advertising. Although placements continued high, the staff could, in the opinion of the local office Manager, make another 200 or more placements a month by using want-ads in the same manner as during the project. In Muncie, classified advertisements appear to be more effective than display ads. During the span of the demonstration, newspaper promotion brought in more orders and applicants than radio, and had more drawing power than television. Viewers in Muncie tend to tune in out-of-area channels rather than the local station, but they do read the city's newspapers.

With one exception, Muncie and its local office met demonstration criteria. The city is of medium-size and has a fairly representative distribution of the larger industrial and occupational groups which are important to the economy. Muncie was not in the midst of extensive technological change. The operations of the local office were typical of a regular full-functioning local Employment Service office, one that is effective in finding employment for unemployed people. The one deviation from the established criteria was the unemployment rate of the community, which exceeded the Statewide rate by about 1 percent.

The project, completed 2 years ago, had long-range constructive effects. The interest and cooperation stimulated then are still present in the community. The local office staff, always deeply concerned with Muncie's well-being, were spurred on by the project and have never stopped trying to accomplish more each day, each month, each year.


Employment and Earnings Statistics for States and Areas 1939-63
ISSUED 1964
UNITED STATES DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

The Bureau of Labor Statistics of the U.S. Department of Labor recently released its 728-page *Employment and Earnings Statistics for States and Areas,* 1939–63 (BLS Bulletin 1370–1).

This publication replaces BLS Bulletin 1370 which was issued last year and features, for all States and 151 metropolitan areas, over 6,000 series on payroll employment by industry and more than 3,000 series on hours and earnings of production workers by industry. Data include annual averages from the earliest date of availability through 1963 for all the industry detail currently published by each State agency cooperating in the current employment statistics program. Historical summary tables provide employment data for the major industry divisions and manufacturing hours and earnings, by State.

The volume may be purchased at $3.75 per copy from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402, or from Regional Offices of the Bureau of Labor Statistics in Atlanta, Boston, Chicago, Cleveland, New York, and San Francisco.

California Assesses Its Recruitment Service

RUSSELL J. O'CONNOR

A State Employment Service pools its thinking and efforts with labor organizations, employers, and trade associations to evaluate and increase effectiveness in helping to solve unemployment problems.

How effective are we, as public employment service agencies, in providing services that reduce the time an unemployed worker is out of work? How effective are we in reducing the time job openings remain unfilled? How effective are we in helping industry, in these aspects, to make the best use of human resources? How do the results of our recruitment service compare with results of recruitment from other sources?

In providing an industrial service to employers, the California Employment Service is obtaining specific answers to these often asked and very pertinent questions.

In California, trade associations, labor organizations, employers, and the State Department of Employment work together to identify employment needs and unemployment problems of a specific industry. They pool their thinking and coordinate their efforts to help solve these needs and problems cooperatively.

As an example, employers in the fabric maintenance industry indicated that their turnover was excessive and that recruiting qualified workers was a chronic and costly problem. Preliminary studies showed that workers in the industry frequently experienced periods of unemployment even while management was short of qualified help.

Russell J. O'Connor is Chief, Special Services, California State Department of Employment.

In an attempt to get reliable information on the causes and extent of the recruitment and turnover problem, two trade associations and the California Department of Employment conducted turnover and accession studies in a representative sample of plants throughout the State.

The studies showed that, generally, the empolyers' personnel records did not provide adequate information to identify causes for their high turnover and related manpower problems. The payroll records, of course, did show the number of employees hired and separated, so that turnover rates could be determined in the plant studied.

Three personnel management tools were developed to help employers assess the effectiveness of their recruitment, to determine the causes of turnover, and to identify the jobs or departments in which turnover was critical or most costly.

The recruitment analysis record illustrated here was developed by two trade associations, the joint council of a labor union, and the California Department of Employment.

A recruitment analysis record is completed for each new employee immediately after he is hired. Part I is completed by the new employe; Part II is completed by the hiring authority.

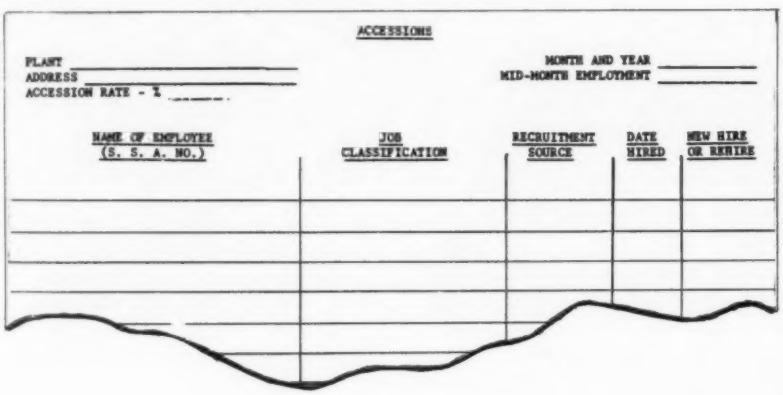
The other forms illustrated here are regular turnover and accession records similar to those used by the Bureau of Labor Statistics, but with significant additions.

At the time of hire, an entry is made on the "monthly accession record." At the time of each separation, an entry is made on the "monthly separation record."

Employers tabulate and analyze the recruitment, accession, and turnover records monthly. Some employers are now setting up these records on their data processing equipment. These records are made available to the California agency through a cooperative manpower arrangement between trade associations, employers, and the California Department of Employment.

The recruitment analysis record, together with accession and turnover records, provides facts accumulated by management which provide employers with a sound basis for effective personnel management action. At the same time they provide useful information to the California agency in assessing the effectiveness of its recruitment and placement service.

A review of a field office's service to an employer which indicates, for example, that the public employment office received 10 job openings and made 10 prompt referrals, all of whom were hired, is not enough. It does not show whether placement service was really effective in that the


ACCESSIONS

PLANT _____ MONTH AND YEAR _____
ADDRESS _____ MID-MONTH EMPLOYMENT _____
ACCESSION RATE - % _____.

NAME OF EMPLOYEE (S. S. A. NO.)	JOB CLASSIFICATION	RECRUITMENT SOURCE	DATE HIRED	NEW HIRE OR REHIRE

RECRUITMENT ANALYSIS

Part I

New Employee Questionnaire

(To be completed by each new employee)

We are making a study of personnel recruitment and would appreciate your cooperation in completing this form. Thank you.

Name _____ SSA# _____ Date of Hire _____

Age _____ Male ____ Female ____

1. How did you learn about the job for which you were hired?
   a. ____ Applied on my own
   b. ____ A friend or relative told me about the job
   c. ____ Saw advertisement
   d. ____ Sent by the California State Employment Office
   e. ____ Dispatched by the union
   f. ____ Sent by a private employment agency
   g. ____ Other. Explain _____
2. If you checked "a" above, why did you select this company to apply for a job?

   _____
3. At the time you were hired for this job, were you:
   (Please check the appropriate boxes.)
   a. Working at another job? ____ Yes ____ No
   b. Registered for work at the California State Employment Office? ____ Yes ____ No
   c. Claiming unemployment insurance? ____ Yes ____ No. How many weeks? _____
4. Have you ever worked for us before? ____ Yes ____ No
5. What date did you leave your last job? _____
6. Have you ever been employed in the type of work for which you have just been hired? ____ Yes ____ No

RECRUITMENT ANALYSIS

Part II

This form to be completed by employer at time of hiring new employee

1. Title of job for which applicant hired. _____
2. How long was this job vacant before hiring this employee? _____
3. Identify all sources you used in recruiting applicants to fill this job.
   a. ____ Walk-in
   b. ____ Through employees
   c. ____ California State Employment Office
   d. ____ Through other employers or friends
   e. ____ Union
   f. ____ Sign at place of business
   g. ____ Advertisement
   h. ____ Private employment agency
   i. ____ Other. Explain _____
4. From which one of the above sources did you get the applicant which you selected to fill the job? _____
5. If you advertised, what was the total advertising costs to fill this job? $_____
6. How much time was spent interviewing all applicants to fill this job? (Include total time spent by all staff; e.g., receptionist, plant superintendent, owner, etc.) _____
7. How many applicants were interviewed for this job? _____
8. Do you feel that the person just hired:
   a. Is fully qualified? _____
   b. Lacks some qualifications? _____
   c. Barely acceptable? _____

employers' and workers' employment needs were adequately met.

A more complete picture can be obtained by reviewing the employer's accession and turnover records. A study of the employer's accessions would indicate the total new hires from all sources for the period during which the local office received job orders for the 10 openings. A review of the employer's separation records would indicate the survival rate of applicants recruited through the public employment service office compared with the survival rate of applicants recruited through other sources.

The preceding example illustrates the use of the information obtained from the personnel records. The information proved helpful to employers who maintain the records and of value to the Employment Service. Following are some of the uses.

A. By management

1. Helps identify the recruitment source that provides the best applicants.

2. Shows what recruitment source provides the fastest recruitment service.

3. Points out the recruitment source that provides an adequate but not an excessive supply of applicants, thus conserving management's time in selection interviewing.

4. Shows the recruitment source which contributes most to reducing the time a job opening remains unfilled.

5. Provides a basis for relating recruitment source with employee turnover and survival rates.

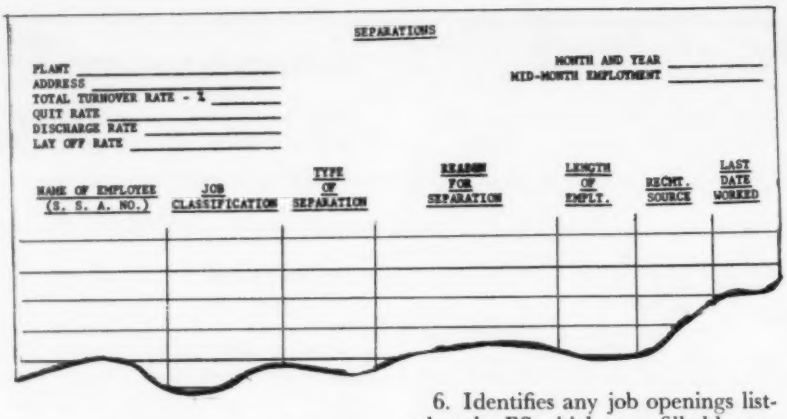
6. Indicates which recruitment source is most effective in reducing the length of unemployment for experienced workers, with subsequent reduction in charges against the unemployment insurance fund.

7. Enables management to give helpful direction to their recruitment sources in screening out unqualified applicants.

8. Helps identify some of the recruitment costs.

9. Enables management to relate returns with costs of advertising and agency fees expended for recruitment.

10. Provides a basis to evaluate the employers' selection proficiency when


SEPARATIONS

PLANT _____ MONTH AND YEAR _____
ADDRESS _____ MID-MONTH EMPLOYMENT _____
TOTAL TURNOVER RATE - % _____
QUIT RATE _____
DISCHARGE RATE _____
LAY OFF RATE _____

NAME OF EMPLOYER (S. S. A. NO.)	JOB CLASSIFICATION	TYPE OF SEPARATION	REASON FOR SEPARATION	LENGTH OF EMPLT.	RECMT. SOURCE	LAST DATE WORKED

related to performance and survival rate.

11. Tabulates information as to causes of turnover by job classification and type of separation.

12. Identifies the jobs or departments in which turnover is critical or most costly.

13. Helps to identify causes of turnover.

B. By the Employment Service

1. Helps to identify causes for turnover which may be reduced by appropriate industrial services of the Employment Service.

2. Provides information on turnover and survival rates of applicants referred by the Employment Service compared with applicants recruited from other sources.

3. Permits a tabulation of the number and types of job openings listed with the ES by an employer compared with the total job openings for which the employer recruited.

4. Identifies employers who do not list job openings with the ES but who do hire, from other sources, UI claimants and other applicants registered at the ES. In such cases the ES may wish to explore whether listing the job opening with the ES would: Expose these same UI claimants and applicants to the job opening earlier than the recruitment source used; reduce the time the worker was unemployed; and reduce the time the job opening remained unfilled.

5. Shows whether job openings listed at the ES were filled by applicants who were registered at the ES but who were not referred by the ES.

6. Identifies any job openings listed at the ES which were filled by another recruitment source. (In such cases, the ES may wish to explore the reasons.)

7. Enables the ES to compare the effectiveness of its recruitment and placement service with other recruitment sources, using the points listed in column A as well as points 1–6 above as a basis for the comparison. Such information may indicate whether there is a need to improve the ES recruitment service.

Ineffective recruitment and high turnover cost industry a staggering amount, reflected in increased operating costs and decreased profits; reduce the purchasing power and living standards of the worker; contribute to less-than-capacity production of goods and services—all factors which affect the economy of California and the Nation.

Unemployed workers and unfilled job openings are more than just statistics to those in the public employment office engaged in getting the right worker on the right job at the right time. For each day a worker's period of unemployment can be reduced, and for each day the production bottlenecks and increased operating expenses of unfilled job openings can be reduced, the benefits to the worker, the employer, and the economy are obvious and vitally important.

The information being obtained from employers' personnel management records provides an added dimension to regular field office evaluations and is being used as a basis for improving recruitment and placement service.

Interarea Recruitment . . .

Strong Demand for Factory Skills

The over-the-year downward trend in hard-to-fill jobs was evidenced in September 1964 by job openings placed in interarea recruitment through the Federal-State employment security network. Those openings were dominated by two sharply divergent influences. The first—an upward movement caused by continued firmness in the durable goods sector of the economy—was reflected in a growing stringency of workers in selected skills in manufacturing. The second was a contraction in the number of hard-to-fill professional job openings, chiefly among engineers, as a result of government curtailment and redirection of defense expenditures. Because of the large volume of hard-to-fill professional and managerial openings placed with the public employment offices, the decline in such openings was more than sufficient to offset increases in other categories. The net result was a decline, from September a year ago, of 8 percent in total openings placed in interarea recruitment.

Expansion in the durable goods sector of the economy was reflected in an increase in the number of hard-to-fill jobs for factory workers. Job openings for skilled and semiskilled workers were at their highest levels since the fall of 1962 . Growing expenditures for industrial plant and equipment undoubtedly contributed to the greater local shortages of metalworkers, welders, and building and maintenance machinery repairmen evident this fall. Hard-to-fill needs for skilled and semiskilled workers neared 7,000 at the end of September, an increase of 6 percent over the previous quarter and of nearly 10 percent over the year.

Hard-to-fill needs for all other major occupational groups dropped over the year. Curtailed interarea recruitment by Government-financed facilities, particularly in research and development programs, largely influenced the over-the-year decline in unmet needs for engineers and scientists. Similarly, largely as a result of more limited recruitment by Government facilities, hard-to-fill needs for clerical and sales and services workers also fell from a year ago.

Quarterly Decline Mainly Seasonal

Total openings placed in interarea clearance decreased about 13 percent to approximately 18,000 from June to September 1964. The primarily seasonal decline was limited to professional and managerial occupations. With the end of summer, openings for group workers for recreation programs dropped markedly, as did the interarea recruitment of teachers for the current academic year. Sharp curtailment of a longstanding program of professional nurse recruitment for State hospitals in California also contributed to the decline. Between June and September 1964, professional and managerial openings dropped nearly 3,200, eclipsing smaller increases in openings for the other major occupational groups.

Professional Openings Trend Down

Professional and managerial openings placed in interarea recruitment in September 1964 were the lowest since mid-1958. The 1,600 fewer professional openings in interarea recruitment this September than last resulted largely from a sharp drop in hard-to-fill needs for engineers arising from terminations, shifts, and cancellations of Government contracts. Interarea recruitment of registered nurses and teachers also declined significantly. However a notable over-the-year uptrend occurred in hard-to-fill needs for technicians (engineering and physical) and licensed practical nurses and medical service workers—occupations in which workers largely support engineers and professional nurses.

Despite the recent decline in openings, local shortages of engineers and trained nurses loomed larger than shortages in other specific professional groups in interarea recruitment at the end of September 1964. The sharp decline in hard-to-fill needs for engineers slowed during the third quarter of 1964, as demand for each engineering specialty hardly changed. The bulk of the over-the-year

Nonagricultural Inventory of Job Openings by State and Occupational Groups 1/ September 1964

State	Total	Professional and managerial	Clerical and sales	Service	Skilled	Semiskilled
U.S.	18,145	7,715	1,884	1,336	5,196	1,726
Ala.	235	192	3	0	40	0
Alaska.	167	43	6	0	105	3
Ariz.	660	177	50	130	203	100
Ark.	43	19	1	1	21	1
Calif.	1,800	1,008	54	13	539	185
Colo.	211	163	0	4	43	1
Conn.	519	259	19	11	204	26
Del.	81	80	0	1	0	0
D.C.	1,362	565	475	298	24	0
Fla.	370	242	13	3	105	7
Ga.	248	64	102	4	63	15
Hawaii	3	2	0	1	0	0
Idaho	28	22	2	1	3	0
Ill.	1,627	626	131	90	521	259
Ind.	669	176	1	5	246	31
Iowa	385	178	64	23	107	13
Kans.	187	68	1	0	87	31
Ky.	65	42	0	0	23	0
La.	105	18	0	0	77	10
Maine.	140	12	1	20	14	91
Md.	97	46	0	2	26	23
Mass.	635	158	25	10	344	70
Mich.	333	120	17	1	149	46
Minn.	649	129	339	52	98	31
Miss.	260	62	6	3	129	60
Mo.	682	409	36	30	130	73
Mont.	128	21	2	32	70	3
Nebr.	81	26	20	3	31	1
Nev.	214	63	44	52	24	31
N.H.	157	52	1	2	47	55
N.J.	481	220	14	32	89	126
N. Mex.	104	33	1	51	13	6
N.Y.	370	231	3	0	132	4
N.C.	439	86	105	4	221	22
N. Dak.	217	44	46	106	19	2
Ohio	525	252	12	13	224	24
Okla.	159	114	11	2	31	1
Oreg.	87	30	8	4	25	2
Pa.	521	274	3	13	179	52
R.I.	229	17	16	4	95	92
S.C.	29	11	1	1	16	0
S. Dak.	47	11	8	11	14	2
Tenn.	55	6	11	0	37	1
Tex.	222	62	3	80	74	3
Utah	150	90	4	3	27	26
Vt.	108	34	11	25	36	2
Va.	538	86	78	158	189	27
Wash.	1,162	853	129	12	103	65
W. Va.	29	15	1	0	11	2
Wis.	495	181	4	24	177	101
Wyo.	37	23	2	1	11	0

1/ Job openings for unskilled workers totaled 288 and were distributed as follows: Alaska 10, California 1, Indiana 210, Maine 2, Massachusetts 28, Missouri 4, North Carolina 1, Oregon 18, Rhode Island,5, South Dakota 1, and Wisconsin 8.
Source: U.S. Employment Service and affiliated State agencies.

drop of 800, or 30 percent, in engineering openings placed in interarea recruitment occurred during the first half of this year.

The largest decline in demand was for electrical engineers—down 400 from a year earlier to under 500 in September 1964. Needs were more widespread than a year ago, both geographically and industrially. Areas with limited concentrations of hard-to-fill openings included Alabama, California, District of Columbia, and Florida. Federal installations in Cocoa Beach and ordnance establishments in Winter Park, Fla., registered bulk orders for electronic engineers for aerospace research, design, and manufacture. Recruitment of electrical engineers was also active for electrical machinery establishments in Van Nuys, Calif., and laboratories engaged in research, development, and testing of ground support equipment to launch the Saturn booster in Huntsville, Ala. In the District of Columbia, engineers were sought to teach electronic and electrical engineering in overseas assignments sponsored by international organizations, while electronic engineers for telecommunication work were needed by Federal agencies.

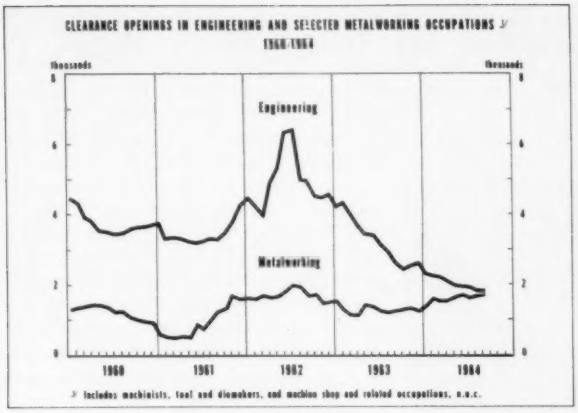
Although hard-to-fill needs for mechanical engineers dropped little over the year, they were more scattered geographically, being reported in various industries in 37 States. Over a third of the more than 500 openings for mechanical engineers were in six States: California, Connecticut, Illinois, Indiana, Iowa, and Wisconsin. There was some concentration of demand for mechanical engineers in the manufacture of aircraft and in the manufacture of machinery for the construction and paper industries.

In line with the general pattern, the number of openings for aeronautical engineers remained relatively unchanged during the third quarter of 1964. This followed substantial declines in the previous 9 months which reflected decreased manpower needs, primarily in the production of missiles in California. By September 1964, well over half the demand for aeronautical engineers was

Nonagricultural Job Openings on State Inventories by Selected Occupational Fields

Occupation	Number of openings			Percent change from:	
	Sept. 1964	June 1964	Sept. 1963	June 1964	Sept. 1963
Total	18,145	20,851	19,621	-13.0	-7.5
Professional and managerial	7,715	10,895	9,276	-29.2	-16.8
Engineers	1,842	1,964	2,638	-6.2	-30.2
Social and welfare workers	731	1,839	728	-60.2	+1.0
Teachers	416	1,876	848	-77.8	-50.9
Trained nurses	949	1,352	1,260	-29.8	-24.7
Natural scientists	316	328	424	-3.6	-25.5
Draftsmen, technicians, engineering and physical	733	621	622	+18.0	+17.8
Healers and medical service occupations, n.e.c.	592	649	351	-8.8	+68.7
Clerical and sales	1,884	1,851	2,445	+1.8	-22.9
Stenographers and typists	876	968	1,463	-9.5	-40.1
Service	1,336	1,106	1,494	+20.8	-10.6
Firemen, policemen, and detectives, public service	429	416	786	+3.1	-45.4
Skilled	5,196	5,102	4,850	+1.8	+7.1
Metal workers	1,786	1,788	1,282	-0.1	+39.3
Mechanics and repairmen	699	744	1,228	-6.0	-43.1
Semiskilled	1,726	1,434	1,473	+20.4	+17.2
Textile workers	574	623	465	-7.9	+23.4

n.e.c.--Not elsewhere classified.



located in St. Louis, where aerospace firms sought airplane designers, research engineers, and aerodynamicists.

Similarly, declines in needs for draftsmen and natural scientists accompanied the over-the-year drop in hard-to-fill openings for engineers. For engineers, openings were more scattered, both industrially and geographically. Although most of the slip in demand for draftsmen was in Missouri, openings still existed in a Federal mapmaking facility and in aircraft establishments in St. Louis. Employers in Chicago sought detailers and designers of tools for various industries. The over-the-year decline in hard-to-fill natural scientists' jobs primarily reflected decreased requirements for physicists. Openings for chemists and mathematicians remained steady.

Contrary to the general trend in engineering-related occupations, requirements for engineering technicians increased, particularly over the quarter ended September 1964. Two hundred degree-holding engineering technicians were being sought in the Seattle area by the aircraft manufacturing industry. While orders for military planes neared the area postwar low, orders for commercial jets were being increased. Almost half of Seattle's need for technicians was for metallurgical and chemical engineers to work as research laboratory analysts, mechanical and aeronautical engineers to work as environmental test technicians, and aeroelastic engineers as flutter and vibration technologists.

Shift in Health Worker Needs

Despite the nationwide shortage of professional nurses, interarea recruitment of trained nurses dipped below 1,000 for the first time since 1960. One of the largest cuts was in Sacramento, Calif., where the local Employment Service office had 300 fewer openings this September than last for psychiatric and general duty nursing in State hospitals and correctional schools throughout the State. Nevertheless, 300 openings were still available in California. Needs were also relatively high in Colorado, Illinois, New Jersey, Oklahoma, and Washington. At the same time that interarea recruitment for professional

Washington, D.C. Community Chest Federation photo.

Licensed practical nurses were in demand in three States.

Test engineers check the pressure gage of a jet engine fuel system in a test laboratory.

nurses declined, the out-of-area search for licensed practical and vocational nurses increased. Over a third of the hard-to-fill openings for licensed practical nurses in September were in Chicago hospitals, sanitariums, and convalescent homes. Strong demand also existed in California and Arizona.

At the end of the third quarter of 1964, educational institutions throughout the Nation put fewer openings for teachers into interarea recruitment than during any month since October 1962. The January–September 1964 monthly average of openings for teachers and instructors was 800 below the same period a year ago. The greatest decline was in hard-to-fill openings for secondary school teachers and principals. Much of the drop from a year ago occurred in New York and Washington. Nevertheless, interarea recruitment continued high in Washington at both the primary and secondary levels, and in Illinois, at the primary level.

Social and welfare workers were the only other large group of hard-to-find professional specialists. Although unmet needs for these workers were almost unchanged over the year, the locations of openings shifted. The District of Columbia had concluded the search for 200 female recreation leaders for overseas assignments which had been prominent in its interarea recruitment for social and welfare workers in the fall of 1963. Over the year, needs for case and group workers, particularly those with medical and psychiatric orientations, increased in California, Connecticut, and Pennsylvania. Washington and Illinois also reported sizable demand for case, group, and child welfare workers.

High Level Demand for Metal Workers

Openings for skilled workers, having increased sharply in the March–June 1964 period, continued to rise in the third quarter. In these trades, the greatest hard-to-fill demand was for metal workers, welders, and mechanics and repairmen for plant and machinery maintenance. While local shortages in these trades, which mounted by 800 over the year, were significant in 10 States, most apparent were stringencies in California and Illinois. In Illinois, principal needs were for machinists, layout men, tool and die workers, turret lathe operators, arc welders, and mechanics and repairmen, particularly in the manufacture of nonelectrical machinery, including special dies and tools and construction machinery and equipment. In California, milling machine and turret lathe operators were sought for aircraft manufacture, welders for ship assembly and repair, and machinists for shops in Federal installations.

Although recruitment of skilled workers, notably metal trades workers and welders, rose over the year ended September 1964, sharp curtailments occurred in needs for some mechanics and repairmen. No longer in the shortage category were airplane mechanics and repairmen needed a year earlier in southern Alabama and in the Seattle area. Also reduced were requirements for electronics technicians for the calibration, inspection, and testing of missile guidance systems in Ohio and for work in the electronics components and accessories industry in Phoenix.

In semiskilled trades, interarea recruitment expanded by 17 percent over the year, with most of the increase after June. Emphasis was on filling added calls for machine shop and related occupations, welders and flame cutters, and sewing machine operators. In Wisconsin, manufacturers of farm machinery and equipment sought general machine operators, and television tuner assembly lines needed solderers. In New Jersey, general machine operators were sought by a manufacturer of pumps and compressors. In Mississippi, tack welders and acetylene burner operators were in demand for shipbuilding and repair. Most openings for sewing machine operators were west of the Mississippi River, mainly in California, where manufacturers of women's, misses', and juniors' outerwear sought style garment workers.

Stenographers and Typists Dominate Clerical Needs

Interarea recruitment of clerical and sales workers was virtually unchanged over the quarter and remained well below year-ago levels. This again reflected the sharp reduction in demand for stenographers and typists among Federal agencies in the District of Columbia, Georgia, and Virginia, as well as a drop in local government recruitment in California. Nevertheless, these areas remained the major sources of current demand for these workers. Some step-up in recruitment occurred for stenographers and typists in Minnesota and for telephone operators in Georgia and North Carolina.

Recent increases in demand for hospital attendants in Arizona and Virginia pushed interarea recruitment for service workers up by a fifth between June and September. Other hard-to-fill needs for service workers were almost unchanged. The District of Columbia government remained the major recruiter as it continued its search for patrolmen. Virginia and New Mexico also sought fairly large numbers of law enforcement officers.

Most Clearance Placements Are in Four States

Clearance placements in nonagricultural jobs were 3,900 fewer in the 3-month period June–August 1964 than in the same period a year earlier, but rose by 7,600 from the preceding 3 months to a total of 42,800.

California's 13,500 nonagricultural clearance placements again led the Nation, exceeding the combined total in the next three leading States: New York (4,400), Pennsylvania (4,200), and Maryland (3,800). These four States accounted for about three-fifths of all clearance placements during the 3-month period. Four other States reported nonagricultural placements in excess of 1,000: Michigan (2,000), Texas (1,800), New Jersey (1,400), and Illinois (1,300).

In December . . .

Employment Service Counseling

A New Approach to Induction Training

OLGA M. SORENSEN

A package training plan, patterned somewhat on the programed instruction method, is proving to be a boon and a time-saver to a State's local ES offices in training new staff interviewers.

The manager of a local Employment Service office is always faced with the problem of maintaining a well trained staff. In the small, four-person office, the resignation, transfer, or prolonged illness of one interviewer reduces the work force by 25 percent. To train a replacement, an experienced interviewer must be taken out of production, and then only two are left to "mind the store." As new programs and services are added, staff training becomes a continuing problem.

The largest local office in South Dakota employs 20 people, and 7 of the 14 offices employ 4 or less. Training time is, therefore, an important consideration. Managers agree that their problem is two-fold: (1) time for planning and conducting training; and (2) selection and training of competent instructors. They also agree that, while a few minutes now and then are available for training during any given day, continuity and effectiveness are lost through interruptions.

Under these conditions, training was little more than "putting out fires." Instructors felt hurried and were unable to achieve the goals they had planned. Too often the new employee was kept busy with self-study and reading assignments that were too difficult for comprehension without guided instruction. Enthusiasm for his new job waned as he developed a sense of frustration at

P. W. O'Brien, Manager of the Aberdeen local office, explains the use of the induction training guide, Unit No. 100, to Mrs. Mary Laird, a new employee.

Mrs. Dorothy Spilde, South Dakota Training Technician, records induction training information on the Training Progress Chart.

Olga M. Sorensen is Supervisor of Staff Training, South Dakota Employment Security Department.

his inability to take his place as a productive member of the staff.

Managers and supervisors acknowledged that planning and conducting training constitute one of their more difficult assignments. Many pointed out that their preparation for management responsibilities had not included training in how to instruct and how to organize and carry on a staff training program. Other more pressing phases of local office operations demanded time for thought and deliberation, and little "thinking" time was left for planning staff development.

Administrators and supervisors were aware of the manager's problems, and efforts had been made to solve them. Since training technicians were not available to conduct some of the trainnig, it was evident that some other approach was necessary. That approach would have to suggest better utilization of time and provide instructors with outlines that would have general applicability.

A plan was developed whereby the trainee assumes more responsibility for learning his job through use of suitable outlines and reading assignments for self-study. Much of the time of the instructor can be saved and the trainee can use his time productively when no one is available to supervise his training. The plan incorporates the concept of programmed learning. Information is presented in short steps, and quizzes and problems help the trainee and his supervisor to measure progress.

This package training plan, *Induction Training for New Interviewers,* now commonly known as Unit No. 100, was introduced in all local offices in the State in August 1963. Training in its use was given to all managers and supervisors in four district meetings. They received an Instructor's Guide which explains the method of training and contains the answers to exercises and problems; the Trainee's Handbook, an instructional guide and textbook; the Trainee's Workbook containing problems, exercises, and quizzes; an Instructor's Kit in which are found additional training aids; and a Training Progress Chart.

The training method and procedures are explained to the new employee following a brief orientation period. He is instructed to follow directions given in the Handbook. In each assignment, he is required to study a limited amount of factual information and then complete an exercise or quiz to be checked with his instructor. If it is apparent that the trainee understands the assignment, he is referred to the Handbook for information on how to proceed.

The study outline is divided into 20 parts; each part is designed to present the basic information on all local office operations that the trainee needs to learn as part of his induction training. The content was selected carefully to reduce bulk and make the handbooks easy to use. All training units that were already available and current were made a part of the plan. For example, BES Unit No. 23 (Parts E and F) was included to give training on recognizing the need for employment counseling. Instructors are selected on the basis of their knowledge of the subject and their ability to instruct. The functions to which the new interviewer will be assigned are stressed, with other activities presented in less detail to give the trainee an understanding of how his work assignment is related to those of his associates.

As each part of the training is completed, the supervisor or instructor enters a check on the Training Progress Chart. Thus, both the trainee and the supervisors can ascertain at a glance how well he is progressing. A report is sent to the Supervisor of Staff Training, who maintains a master chart which enables Administrators and Field Supervisors to check on the training of new employees throughout the State. Space is also provided on the chart for plans for advanced training and for special assignments. When the manager prepares his overall Plan of Action, the necessary training information is readily available. In this way, the chart becomes a multipurpose management tool.

Unit No. 100 has been in use for a year, and it is possible to evaluate its usefulness. Comments of managers and supervisors indicate that the purpose for which the outline was designed is being fulfilled. Training time is saved, instructors find it easy to use, and resistance to training has all but vanished. Those using the training unit have been generous with suggestions for improvement in content and for additions to the outline. Several have suggested that a similar plan and package would be useful in training new clerical employees, and another one would be of considerable value in a management trainee program. All agree that the material must be reviewed from time to time to ensure that the information is current, but temporary revisions can be readily made by the instructor.

A survey was made recently to give managers an opportunity to evaluate the results of this plan. The following are excerpts from their responses. One wrote: "Unit No. 100 has proved itself a timesaver, and I feel that it has also improved the quality of our induction training. (It) provides the outline, the guidance, the study material, assignments, and evaluation tools. As a result, it requires a minimum of assistance from the trainer and supervisor." Another manager stated that: "It is a timesaver . . . makes instruction easier . . . more emphasis will be placed on training." Still another commented that: "The outline is in one convenient package and it has saved me considerable time." Comments from other managers reinforced these opinions.

Several comments were received from trainees who are using the study guides and outlines. Their reactions appear to be equally favorable. They expressed satisfaction with the definite assignments, the opportunity to work at an individual pace, the value of the material as a source for review, and the realization that their self-study allowed more time for production by other staff members.

One additional benefit has been noted. Administrative supervisors and technicians who conduct advanced training courses have commented on the value of uniform coverage and rate of progress. More information can be covered in advanced courses when the trainees are equally well prepared through induction training.

MANPOWER TRENDS

AREA CONDITIONS CONTINUE IMPROVEMENT

Low unemployment (1.5 to 2.9 percent of the work force) prevailed in 28 major metropolitan centers in October, compared with 27 in September and only 16 last October. Thirty-one of the 150 major areas regularly surveyed by the U.S. Employment Service of the Bureau of Employment Security and the various State employment security agencies were classified in October as areas of substantial unemployment--6 fewer than a year ago, but unchanged from September. Fort Wayne, Ind. moved from the moderate (3.0 to 5.9 percent) to the low unemployment category in October. Long-term gains in nonelectrical machinery manufacturing, expansions in local government and other services, plus seasonal advances in construction, helped reduce that area's unemployment rate to under 3 percent.

EMPLOYMENT AND UNEMPLOYMENT CHANGES SEASONAL

At 3.3 million in October, the unemployed total was virtually unchanged from September, but was 200,000 less than in October 1963. The seasonally adjusted unemployment rate was 5.2 percent, unchanged from September. The jobless rate has ranged between 4.9 and 5.3 percent for the past 6 months, consistently below the levels prevailing throughout 1962 and 1963. The count of persons jobless 15 weeks or longer was unchanged at 800,000 in October, but was 150,000 less than a year ago. Most of the decline took place among workers unemployed 6 months or more and brought very long-term joblessness to the lowest total for October since 1959. Total employment rose by 300,000 over the month--about the expected increase--to 71.1 million in October.

INSURED UNEMPLOYMENT

The rate of insured joblessness, at 2.6 percent for the week ended October 24, was the lowest for any comparable week since 1956.

THIRD QUARTER 1962-64 DEVELOPMENTS

Total employment averaged a record 71.8 million for the third quarter of 1964, gaining 1.5 million jobs over the third quarter of 1963. From 1962 to 1963, employment rose only 1.0 million during the third quarter. Nonfarm job gains were somewhat greater--1.6 million from the comparable months of 1963, compared with 1.2 million during the preceding year. Agricultural employment continued to decline, although at a slower pace than in 1963. At 5.5 million in the third quarter, farm jobs were down 100,000 from the like period in 1963, in contrast to the sharper drop of 200,000 between 1962 and 1963.

The 1.6 million over-the-year gain in nonfarm employment included 600,000 more jobs for adult men and 650,000 for adult women--about the same as the advance from 1962 and 1963--and 300,000 for teenagers. Persons 20 to 24 years of age accounted for 900,000 of the 2-year expansion--about 40 percent of the gain among all persons 20 years and over. The increase in the number of teenagers holding jobs in 1964 was in sharp contrast to the lack of any gain between 1962 and 1963.

According to preliminary third quarter reports, nonfarm payroll employment increased 1.6 million from the 1963 period, with significant gains in all major industry groups except mining and Federal Government. Because of much stronger advances in manufacturing and a somewhat faster uptrend in trade, nonfarm jobs moved up by 300,000 more during the past year than during the comparable 1962-63 period.

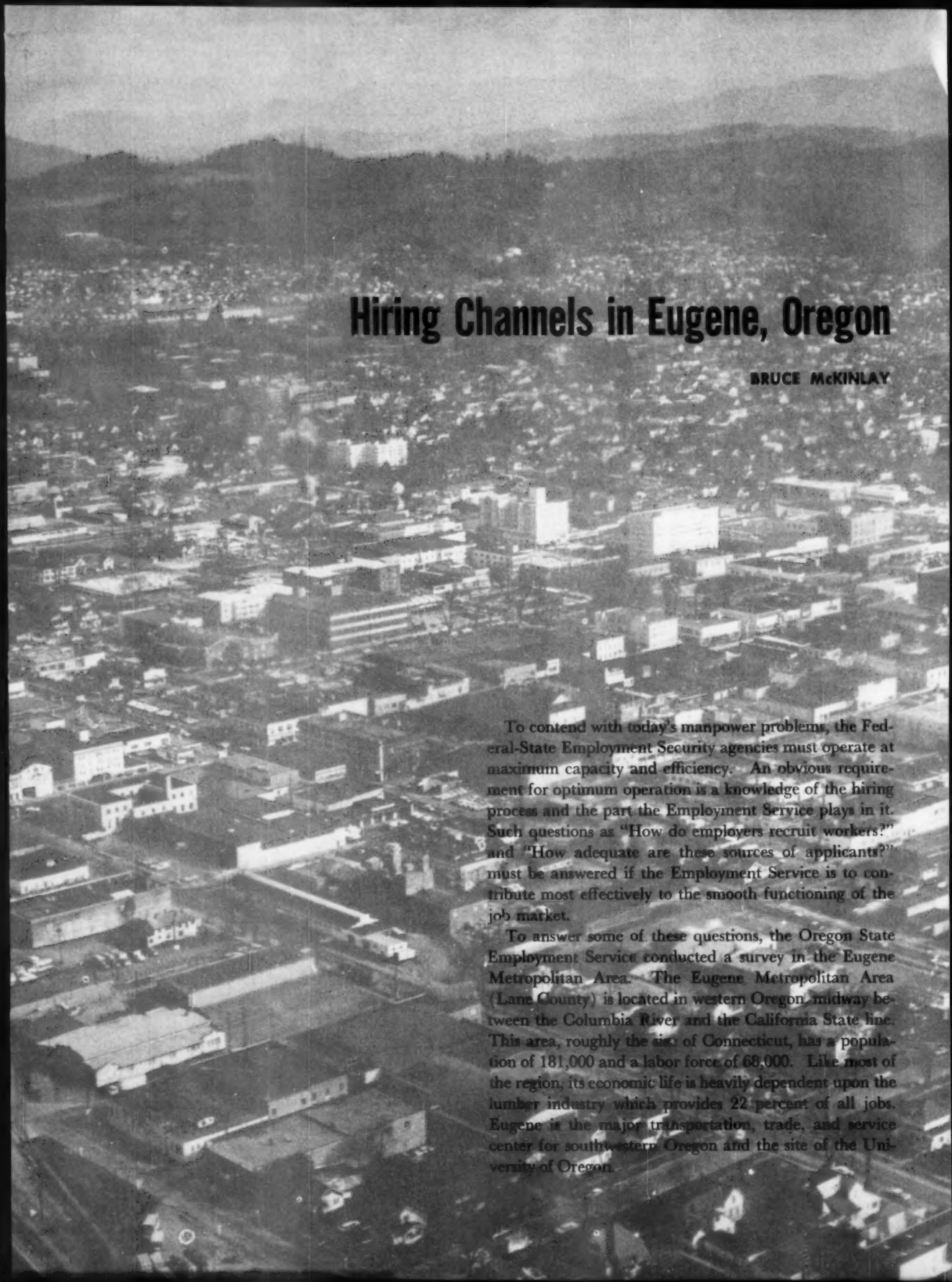
Continuing to outpace the goods-producing sector, trade, services, and State and local government provided 1.0 million additional jobs since the third quarter of 1963, following an almost similar expansion in the previous year. These industries accounted for two-thirds of the payroll employment increase over the 2-year period, although they employed slightly less than half of all nonfarm wage and salary workers.

During each of the past 2 years, employment in finance-insurance-real estate expanded by 70,000. Transportation and public utilities, after several years of stable employment levels, began to move up, contributing 100,000 additional jobs to the overall advance since 1962. The decline in railroad jobs has been tapering off and is now being more than offset by persistent gains in trucking, air transport, and utilities.

The Federal Government was the only major service activity with a decline in jobs since 1962.

In manufacturing, job gains of 350,000 doubled those from 1962 to 1963. Particularly significant is that the upsurge occurred primarily among production workers. Their number increased by 300,000 from 1963 to 1964, accounting for 85 percent of all new manufacturing jobs. In contrast, only 85,000 production workers were added from 1962 to 1963, or about half of the expansion in the factory work force.

A long downtrend in mining jobs halted, while contract construction moved to a record high in the 1964 third quarter. Unlike manufacturing, however, the expansion rate in construction has slowed perceptibly this year.

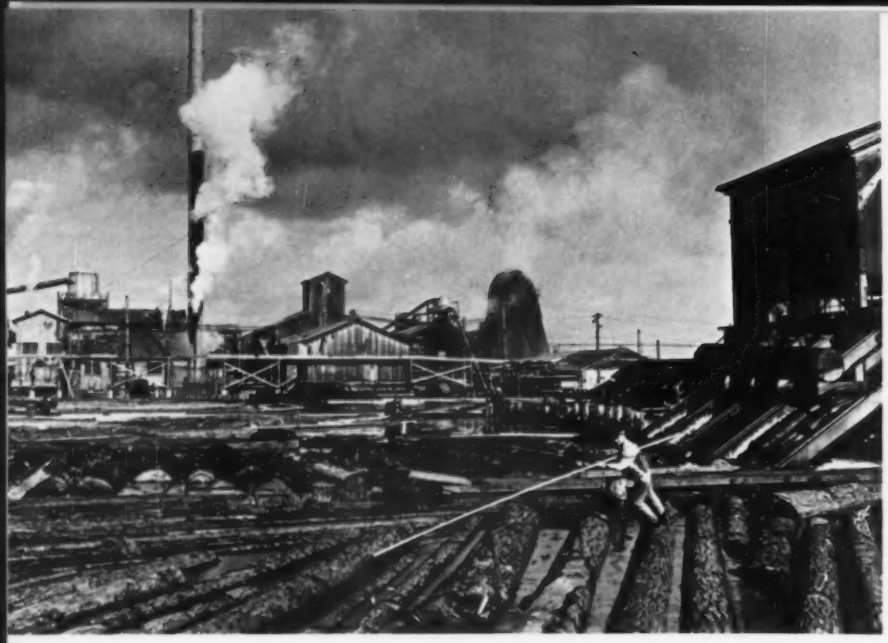


Hiring Channels in Eugene, Oregon

BRUCE McKINLAY

To contend with today's manpower problems, the Federal-State Employment Security agencies must operate at maximum capacity and efficiency. An obvious requirement for optimum operation is a knowledge of the hiring process and the part the Employment Service plays in it. Such questions as "How do employers recruit workers?" and "How adequate are these sources of applicants?" must be answered if the Employment Service is to contribute most effectively to the smooth functioning of the job market.

To answer some of these questions, the Oregon State Employment Service conducted a survey in the Eugene Metropolitan Area. The Eugene Metropolitan Area (Lane County) is located in western Oregon, midway between the Columbia River and the California State line. This area, roughly the size of Connecticut, has a population of 181,000 and a labor force of 68,000. Like most of the region, its economic life is heavily dependent upon the lumber industry which provides 22 percent of all jobs. Eugene is the major transportation, trade, and service center for southwestern Oregon and the site of the University of Oregon.



Lumbering is a big industry in the Eugene area.

Employers in this area were interviewed to determine how many workers they hire in each of six major occupational groups,[1] and what methods they use to recruit them. In addition, they were asked to name specific occupations in which they find a shortage of qualified applicants. From this effort, a good picture of labor area transactions developed which has real meaning for Employment Service operations.

Early in the study it became clear that the hiring process is not highly structured; rather, the picture that emerged was one of diversity. Individual employers, for a variety of reasons, use a number of techniques for finding new workers, and those used in one industry and occupation are not necessarily appropriate to other industries and other occupational groups.

In the array of employer statements can be seen a pattern in which various hiring channels take on different degrees of importance. Employers are inclined to use often and to use first those channels which require little active recruiting on the firm's part and little or no immediate cost. Thus, we find a third of the firms turning first to gate hiring when they have a vacancy to fill. Another third rate gate hiring as a second, third, or fourth choice, making it by far the most frequently used channel. Though used extensively by firms of all sizes, gate hiring is most frequently preferred by large firms, which are most likely to be visited by persons looking for work and which have personnel offices to handle the application taking and screening process. It is these same firms who say they use gate hiring because it gives them an adequate supply of applicants.

Gate hiring is apparently not as satisfactory to small firms, however, for they are more inclined to rely upon the recommendations of their employees when seeking to fill a vacancy. This highly casual recruiting method is most frequently used by a great number of small firms, especially when seeking to fill skilled, semiskilled, or unskilled jobs. These employers reason that persons recruited in this way fit in best with their other staff members, an important consideration in small firms.

Despite a preference for these casual recruiting methods, relatively few firms rely solely upon one channel to meet all their employment needs. Most recruit from at least two sources, and many use different channels or combinations of channels for different occupational groups. Consequently, while employers express a preference for a casual channel, their practice is to use two, and the other channel is generally one of the formal placement services which are available to employers.

Paramount among these is the Oregon State Employment Service. This source is the second channel used by more firms than any other; half the firms in the area served by the office rate it as one of their first two sources. Of all the sources available, only gate hiring is used more widely.

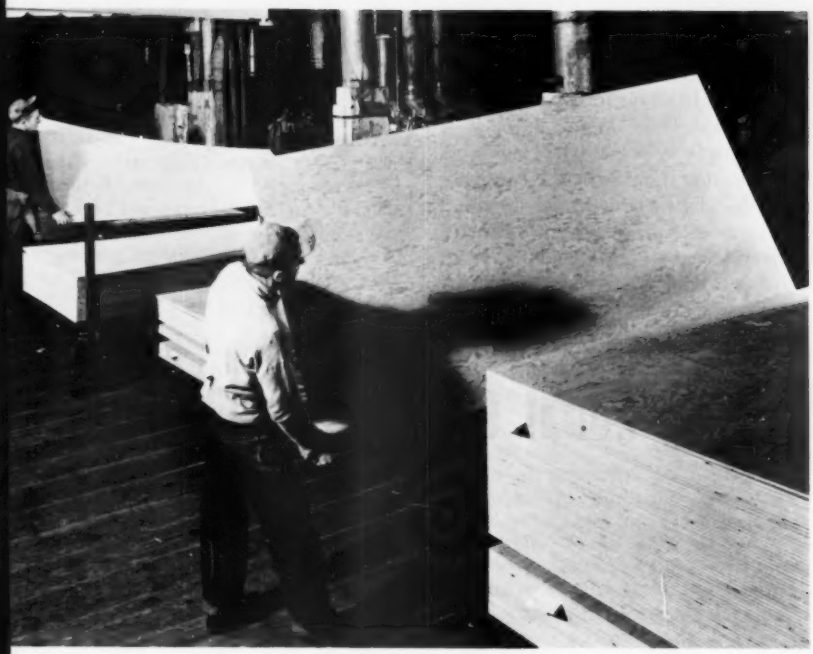
Diversity in the hiring practices of the business community is apparent in the roles played by certain other hiring channels. Though small in the overall picture, they are important in specific situations. Of particular importance are the private employment agencies, which are the first choice of employers as a source of clerical help, and newspaper advertisements, which are commonly used in recruiting sales personnel. Likewise, labor unions constitute a major source of personnel in the construction industry. Employers have devised numerous ways of meeting the increasing need for professional, technical, and managerial talent. In addition to the more commonly used channels, they rely heavily upon advertising in professional journals, recruiting at schools, and hiring from other firms.

The Role of the Employment Service

The Oregon State Employment Service was founded to play a very important part in the overall hiring process, but it is not used to the same extent by all employers. It is consistently used as a source of workers in the semiskilled, unskilled, and service occupations. Perhaps more significant, is its share in placement for clerical and sales occupations in the face of its lingering reputation as a source of casual labor. Employers consistently rated the Employment Service as one of the two they use most frequently in recruiting clerical

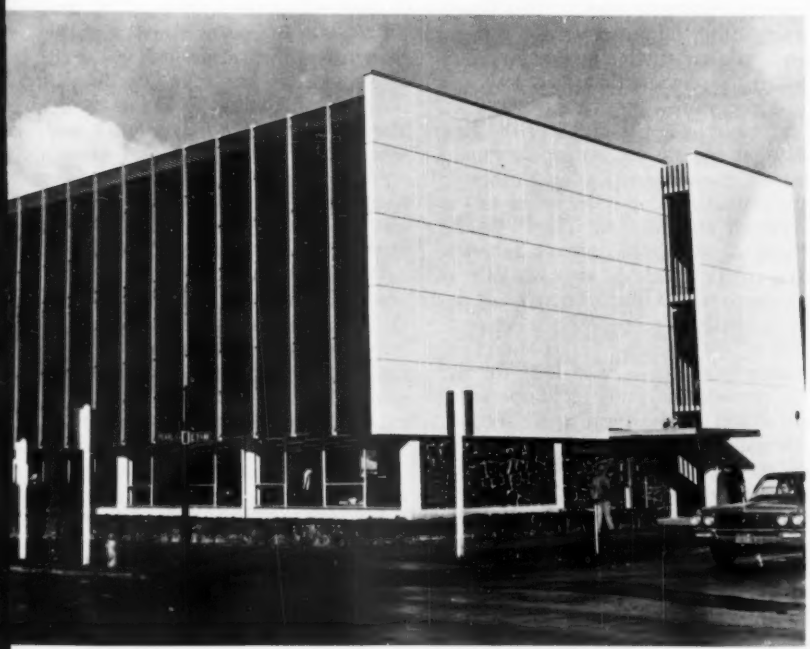
[1] *Professional, technical, and managerial; clerical and sales; service; skilled; semiskilled; and unskilled.*

Bruce McKinlay is an Area Analyst, Eugene Local Office, Oregon Department of Employment.



A plywood mill.

The Eugene local office.



and sales personnel. Even among the diverse hiring channels for professional, technical, and managerial persons, the Employment Service was the most frequently cited second channel.

Shortage Occupations

A shortage of qualified personnel in rapidly growing and highly technical occupations is a problem in the Eugene area, just as it is in other areas throughout the country. Earlier research by the Employment Service in Eugene produced information on the growth rates of important occupations and the balance or imbalance of supply and demand for each of these occupations. The present study of hiring channels reveals another facet of this problem; it indicates employers' opinions, based on their own experience, regarding shortage occupations.

Employers recognize that there are shortage occupations. Half the firms reported one or more occupations in which they find a shortage of qualified applicants. This response was most common among large firms, apparently because of the great diversity of occupations existing in large firms and their need for personnel with specialized skills.

The occupations most frequently reported to be in short supply were the skilled trades and professional and technical positions. These are precisely the occupations in which needs are growing more rapidly than the supply of trained personnel.

Also listed, however, are occupations which are not highly skilled and which are not growing with exceptional speed. Some are occupations in which there is an adequate supply of workers. A review of the reasons given by employers for the apparent shortage suggests one of two things—unrealistic expectations or inadequate use of available hiring channels. It is clear from the employers' comments that some, especially small firms with little recent hiring experience, hoped to find a combination of training, experience, and personality not generally available in low skilled occupations. In addition, some were apparently experiencing a shortage because they were not using the

hiring channels which would put them in touch with the existing supply of applicants.

The findings of this study are proving to be of value to the Eugene office of the Employment Service in a number of ways. One of the immediate uses was to inform Employment Service personnel of individual firms' problems with shortage occupations. While some of these problems were already known to the local office, many were not, and the study has revealed specific hiring needs that can be met. Further, the information regarding shortage occupations has served as a basis for identifying training needs.

The study is presently being used in evaluating the role of the Employment Service in the hiring process. It reveals the industries and occupations in which the Employment Service is a major factor in the hiring process and those in which it is not. More importantly, it relates existing hiring practices to employer needs. It indicates the areas of the job market which are being adequately served by existing channels and those which are not. It is in these latter areas that the Employment Service, by establishing training courses, by improving knowledge of effective hiring channels, and by augmenting placement services, can contribute to a more smoothly functioning job market.

Using Manpower Data in Local Office Operations*

MARTIN GRANTHAM

Those of us in the State agencies who develop local manpower materials are often prone to look on our product as an end in itself. We sometimes seem to forget that we have an obligation to interpret the findings of our investigations and studies in terms of operational activities. More important, we may do an inadequate job of communicating our findings to management and to the office operating staff.

If we are to work effectively towards the resolution of the problems of employment and unemployment and the development of our manpower resources, then we surely need to know a great deal about the nature and characteristics of the problems we are attacking.

The operational structure of the employment security program is by its very nature a system potentially capable of producing nearly all the economic and activity data needed by management and the operating staff members. We may be falling short in organizing and using these data to achieve the maximum benefit from this potential. Much of the economic information forthcoming from our operational procedures finds its way into the ES–219—the labor area report—which is normally prepared by the area research unit.

In the organizational structure of many of the larger Employment Service offices, the research unit is directly associated with the office of the manager. This arrangement assures that management will have ready access to the kinds of data that it needs for decision making and for operations. However, this should not relieve the area analyst of his responsibility for foreseeing and developing other labor area facts, figures, and materials which give guidance to all Employment Service activities and programs.

We ought not to think of the ES–219 as merely a formal document which flows from the local office to the administrative office, then to the regional and national offices of the Bureau of Employment Security. We might think of the ES–219 as encompassing a whole complex of detailed analyses preceding the preparation of the final script. Labor area materials are developed first, for the use of the management and operating personnel in the local area; second, for use at the State level; and third, for use at the national level. This order of values is essential to gain the rapport in an office that is so necessary to the fullest and most effective use of area data.

The ES–219 pulls together nearly all the information we have on the characteristics and dynamics of the local job market. When properly prepared, the document contains very good information on the past, present, and future trends of employment within industrial categories, wage levels and earnings, unemployment levels and the compositions thereof, labor turnover, the outlook for selected occupations, the degree to which the attributes of the labor supply match job requirements, training facilities, training needs, and community actions to upgrade and utilize its manpower resources. Consequently, it provides much of the information needed for a variety of purposes, including broad program planning, determining staffing needs, scheduling employer visits, setting up special recruitment patterns, initiating training courses, conducting counseling interviews, and providing guidance to community action.

Where there is a noticeable gap between the potential and actual use of ES–219 information by management, it may result from a variety of factors, but it is at a minimum in situations where the area analyst works in unison with other office personnel, understands the goals and aims of the office, has close contact with management,

(*Continued on page 57*)

**From a speech presented at the tri-regional conference on Employment Service Operations Research at Chicago, October 20, 1964.*

Martin Grantham is Chief, Research and Statistics, Employment Security Division, Kansas State Labor Department.

Arizona Serves Employers

GERALD YATES

Ingenuity is combined with practicality in devising a workable and successful method of training staff to present and sell ES services to employers.

Have you ever imagined yourself as an employer listening to a local office representative? In this employer role-playing situation, did you benefit from the presentation made by the Employer Relations Representative? If not, why not?

You may have felt the visit was primarily social in nature and you may have asked yourself, "Why is he taking up my time? Can't he see that I'm busy?" Or, you may have asked a question and received an answer wrapped in glittering generalities.

We in Arizona did some employer role-playing and came to the unhappy conclusion that too long we had been visiting employers in the same old way. We needed to blot out the past and begin anew.

Corrective measures were needed! The first step was a realization that training based on sales principles was needed in our Agency.

As a starter, local and State office representatives attended a Bureau-sponsored Employer Relations Seminar at Arizona State University. From that out-service training came an important finding for the State administrative office staff. The course whetted our appetites for the subject, but we had only skimmed its surface. We needed to probe deeper in order to develop purposeful training materials for the Employment Service.

The State Employer Relations Specialist and four other members of the State administrative staff then enrolled in a semester course in Principles of Salesmanship at Arizona State University. To obtain related experience, the State Employer Relations Specialist also joined the Phoenix Chapter of Sales and Marketing Executives, an international organization which fosters the professionalization of selling.

While the idea-coals were still glowing from the seminar and the semester classes, a 7-part training unit was written and training sessions were conducted for Unit Supervisors in the Phoenix Area. The discussions, held on eight successive Friday afternoons, dealt with the following areas:

ASES must be Prospect Minded
Appealing to Employer Motives
ASES Closers for Obtaining Orders
How ERR's can Utilize Creative Selling Techniques
Dramatizing Employer Presentation
Types of Employer Presentations

During the last two sessions of the class, each trainee made an employer presentation to another trainee who acted as the employer. The role-playing presentations were tape recorded, then played back for evaluation and group discussion.

Preparing for an Employer Visit

Employer Relations Representatives, the sales representatives of our agency, all agree that advance preparation is essential to selling the Employment Service to an employer.

By analyzing the needs of a particular employer and by determining the type of presentation needed, we know there is greater assurance of directly relating local office services to an employer's needs. The new ERR finds the nervous tension associated with a visit reduced and his thinking crystallized when he takes this preparation step.

There are three basic types of presentations used by the Arizona State Employment Service.

• *Standard Memorized.* — This type of presentation is a carefully prepared account of the main benefits offered by the Employment Service. It is incorporated into a standard sales story and is committed to memory by the user. Some authorities say the presentation should be memorized and that it should be given word for word. Others contend that sufficient leeway should be allowed the ERR for adaptation to his own personality. We subscribe to the latter theory.

The standard memorized presentation is especially helpful to the novice ERR who is unfamiliar with the total Employment Service story.

• *Outlined Presentation.* — This type outlines the most important points the ERR plans to discuss with the employer. It is informal and natural, and has greater flexibility than the standard memorized presentation. Through its use, the employer is encouraged to participate. The experienced ERR will employ the outline type because it provides the framework for a logical presentation yet permits "off-the-cuff" remarks.

In Arizona, the outlined presentation is used in two different ways. A folder containing seven pictorial brochures serves as an outline of all of the services of the Employment Service. Each brochure centers on one service. When an ERR outlines the problem of a particular employer prior to a visit and lists the services which may be offered as a solution, he is using the other method of outlined presentation. The following is an example of such an outline:

KLEEN LAUNDRY AND DRY CLEANERS
Phoenix, Ariz.

PROBLEM: Monthly turnover rate average 15 percent.

PURPOSE: To assist employer in resolving turnover problem and to obtain employer cooperation.

ATTENTION GETTERS: Appeal to profit motive by offering use of classified ads.

Gerald Yates is Employer Relations Specialist, Arizona State Employment Service.

INTEREST HOLDER: Employment Service 3-point program for the benefit of laundries and dry cleaners. (ES list of potential trainees, testing, plant tours.)

DESIRE AROUSER: Relate the 3 points to the employer by demonstrating how the program will help reduce turnover.

CONVICTION: Introduce testimonial letter to prove this program is benefiting other employers.

CLOSER: Ask for openings and assure the employer that local office personnel will maintain contact with him on the progress of the orders.

• *Programmed Presentation.* — This type of presentation usually relates to Industrial Services. Solution of the problem requires services such as a wage survey or a job analysis study, which are discussed with the employer when the survey has been conducted. It is written up and presented to the employer with recommendations.

Dramatization

Whichever type of presentation the ERR uses, it should stir the employer's imagination and emotions so that he will react favorably to the presentation. Dramatization should emphasize major benefits which accrue to employers when they use the local office. As an example, an ERR may determine that the benefit most likely to appeal to an electronic firm is the referral of test-selected applicants. The ERR can show the employer an Aptitude Pie-Chart and dramatically lift out the pieces which make up the specific test battery for assemblers.

Record Keeping

The primary reason for recordkeeping in employer relations is to provide a basis for serving the employer. These records are always reviewed prior to a visit. For example, an ERR should review the occupations in the establishment. He can relate those occupations to qualified applicants and prepare an effective sales presentation, using availability of applicants as the basis for obtaining a job order. Many times the employer's attitude will be indicated in the employer record and that information can be invaluable to the ERR in serving the employer on his next visit.

In the past we may have required too much recordkeeping. The Arizona State Employment Service has reduced its major market employer record system to a basic minimum—the employer record, the occupational data, and the contact record—all of which are filed in the employer folder.

Stretching Resources

Local office managers, like sales managers, must be concerned with planning an overall promotional program to stretch the promotional dollar. This involves rationing contacts between the major and minor market in proportion to the reachable accessions.

In Arizona, local office managers plan and prepare a Distribution Chart showing the employer contact hours to be used for major and minor market employers, taking into account the type and frequency of contact to the firms in the area actively served.

Criteria for Planning

On the basis of experience, the State office has set up general guidelines for all local office managers to use in planning. These are:

1. The larger percent of the employer contact hours is to be directed to the major market.

2. The majority of the major market hours will be used for personal visits and the greater number of minor market hours are to be used for promotional telephone contacts.

3. Most of the personal visits will be made to the major market and most of the promotional telephone contacts will be made to the minor market.

Gerald Yates, Arizona Employer Relations Specialist, inspects materials from the Employer Relations library.

The Managers are allowed flexibility in adapting these guidelines to the specific needs of their areas.

Now, in Arizona, we do not mind playing an employer role because we believe an employer would enjoy listening and responding to a local office representative who uses professional selling techniques. With the growing complexities of the Employment Service, the need to present the local office in a knowledgeable and interesting way is of paramount importance in serving employers and applicants.

MANPOWER ROLE OF ES

(*Continued from page 3*)

them up to the necessary level of competence.

To meet these needs, the Bureau has moved in several directions, including recommending to the States higher minimum qualifications for counselors with commensurate higher salary scales, better utilization of present counseling staff, and subsidized out-service training (within the limits of available funds) to help them meet the new standards. We are also working with several universities to promote the setting up of Master's degree programs specifically for the training of Employment Service counselors.

Program Leadership

The Federal-State Employment Service system must be responsive to the varying manpower needs of the local labor area, at the same time that it must respond to the requirements of national manpower problems.

Each new session of the Congress brings new assignments to the Employment Service as the Nation strives to cope with social and economic problems of ever increasing complexity. Carrying out these assignments requires the establishment of uniform manpower policies, priorities, and standards at the national level for the guidance of the State and local offices, which have the direct administrative and operating responsibilities. The coordination and direction of the activities of State Employment Services are a major responsibility of the Department of Labor and the Bureau of Employment Security. In short, the national partner must provide program leadership.

A concurrent responsibility in the Federal-State administration of the public Employment Service is that of assuring proper and efficient administration. Our objectives must be to encourage and assist State agencies at each level of management (local and State) to anticipate, plan for, and keep pace with program developments, and to provide the necessary information, techniques, and tools, as well as the skills and the incentive to use them.

Because of the unusual demands made upon the Employment Service by recent legislative enactments and current social and economic problems, there is increasing need for management improvement. And we have undertaken a program to strengthen and improve management at all levels, including the national and regional offices of the Bureau as well as State and local offices.

ES Role in Manpower Program

To achieve the manpower policy of this country, every person must have an opportunity for employment utilizing his highest skills. Much has already been done to implement that goal; much is underway. The Employment Service provides the framework within which to meet employment and related needs of the work force, to determine worker needs that arise from changing economic and social conditions, and when appropriate to recommend legislative action for helping to meet those needs.

In implementing an active manpower policy, the role of the Federal-State employment security system is a key one. The local office of the public Employment Service is the logical community manpower service center. Its operations are conducted at the local level but are national in scope. They occur at the critical point of matching workers and jobs. Within our free enterprise economy, and allowing full freedom of choice to both employers and workers, it is a responsibility of the public Employment Service to provide needed job market services to each applicant—unemployed, underemployed, or employed—regardless of age, race, creed, color, or ethnic group.

—Excerpted from Mr. Goodwin's statement before the Select Subcommittee on Labor, House Committee on Education and Labor, July 28, 1964.

Long-Term Unemployment

The difficult problem of long-term unemployment has recently yielded somewhat to the pressures of continued economic expansion. Unemployment of 15 weeks and over declined fairly steadily throughout 1964 and by the third quarter of the year was down to 800,000. While this represented the lowest third-quarter average since 1960, long-term joblessness remained nearly twice as high as it was in the third quarters of 1956 and 1957.

A major part of the recent improvement in long-term unemployment was due to a drop in the number of persons jobless 6 months or longer from 550,000 in the third quarter of 1962 to 480,000 in the comparable period of 1964—about one-quarter of total unemployment.

Although its recent decline is encouraging, long-term joblessness continued to be disproportionately concentrated among certain groups in the labor force. Older men (45 years of age and over), nonwhites, semiskilled and unskilled manual workers, and persons last employed in mining, construction or manufacturing had relatively large proportions of their numbers in the long-term jobless group. The incidence of very long-term unemployment (6 months or more) was also disproportionately high in these categories. In addition, young workers (aged 14–24) and persons without previous work experience accounted for substantially larger proportions of the long-term jobless than of the civilian labor force. Long-term unemployment has been heavily concentrated in most of these groups for the past decade.

Youth Placements Rise in September

The public Employment Service filled 638,000 nonfarm jobs in September, 15.2 percent more than in August. All but seven States had gains from August, the largest occurring in California, New York, and Texas. Although placements declined 3.8 percent over the year, the 84,500 pickup between August and September was 30,000 greater this year than last. September placements of youths under age 22, at 170,300, and of handicapped workers, at 27,200, advanced 7.2 and 21 percent over the month. Despite the over-the-year drop in total placements, jobs found for youths increased nearly 4 percent and for handicapped persons 1 percent from September 1963. Among young men, placement gains were even higher—10.7 percent from August and 8.2 percent from last September.

Professional Placements Highest for Month

The 23,400 professional and managerial placements set a September record, rising a more-than-usual 18 percent from August, and 5.2 percent from a year earlier. Placements in unskilled jobs, at 211,000 in September, also increased more than seasonally from the previous month, but were below a year ago, continuing the downward trend of recent years with the decline of job opportunities in this field. Semiskilled jobs filled in September totaled nearly 89,000, up about 9 percent from August and fractionally above a year earlier.

Placements in Durable Industries Continue Strong

Factory job placements rose seasonally by 10.5 percent from August to 155,400 in September—slightly below a year ago. However, in the durable goods sector, placements increased 13.5 percent over August and 5.1 percent over last September. Employment in durable goods increased less than placements—2.1 percent from August and 2.9 percent from last September. While the 23 percent advance from August in placements in construction was greater than seasonal, the 48,300 jobs filled were still below last year's high level. Jobs filled in public utilities, however, advanced both over the month (8.3 percent) and over the year (2.6 percent).

55 Major SMSA Activities

In the 55 major Standard Metropolitan Statistical Areas, September placements totaled 296,700—a 17.7-percent increase from the previous month. Compared with a year ago, placements in these areas were down 3.8 percent, the same as nationally. However, professional placements in these areas increased 9.5 percent over the year—nearly twice the national gain.

Counseling and Testing Gain

Nearly 90,000 individuals were counseled in September, up 11 percent from the previous month and 1 percent from a year ago. Youths counseled accounted for 41,000, or nearly half of the total, rising 19.5 percent over the month and 1.5 percent over the year. The 13,500 handicapped workers counseled in September also reflected a gain—about 6 percent from August and 1 percent from a year ago. Of all new applicants, about 1 in 10 was counseled. Among youth applicants, however, the ratio was one in seven counseled and, among handicapped, one in three, reflecting the special

Nonfarm Placements in the United States and in 55 Largest Metropolitan Areas, by Occupation and Industry, September 1964*

Occupation and industry	Placements				Percent distribution	
	Total United States	Percent change from year ago	Total 55 areas	Percent change from year ago	Total United States	55 areas
Total [1]	638,700	−3.8	296,700	−3.8	100.0	100.0
Occupation:						
Prof. and managerial	23,400	+5.2	17,100	+9.5	3.7	5.8
Clerical and sales	88,900	−7.1	44,500	−7.8	14.1	15.0
Service	196,200	−2.6	102,800	−2.4	30.7	34.6
Skilled	30,300	−12.6	14,100	−11.5	4.7	4.8
Semiskilled	88,900	+0.4	39,100	+5.6	13.9	13.2
Unskilled and other	211,000	−4.7	79,100	−8.2	33.0	26.6
Industry:						
Construction	48,300	−3.3	14,300	−2.3	7.6	4.8
Manufacturing	155,400	−0.8	66,700	+1.4	24.3	22.5
Durable goods	73,200	+5.1	35,800	+5.7	11.5	12.1
Nondurable goods	82,200	−5.5	30,900	−3.3	12.9	10.4
Public utilities	24,400	+2.6	9,500	−3.2	3.8	3.2
Trade	144,200	−6.5	67,800	−5.1	22.6	22.8
Service	231,200	−4.8	125,800	−6.4	36.2	42.4
Government	21,200	−4.4	6,200	+1.7	3.3	2.1
Other	14,000	−3.0	6,400	+3.9	2.2	2.2

[1] Items may not add to total due to rounding.
*Includes Puerto Rico, Guam, and the Virgin Islands.

Source: U.S. Employment Service, based on data from affiliated State Employment Services.

job problems encountered by these two groups.

Individuals given general aptitude tests in September totaled 201,000, an 18 percent increase from August, but slightly below the year-ago level. Reflecting to a great extent the intensified pace of the MDTA program, individuals taking specific aptitude tests increased 8 percent over the month and 6 percent over a year ago.

Farm Placements Below Year Ago

Farm placements in September totaled about 854,000, a 5 percent rise from August but 22.7 percent under the September 1963 level. The over-the-year decline, concentrated in Mississippi and Tennessee, was the result of a later cotton harvest season this year as well as increased use of cotton harvesting machines.

Employer Contacts

Contacting employers to explain the services available through the Employment Service, to give nontechnical assistance, and to obtain new job orders is accomplished both by personal visits and by telephone contacts. Because of the diversion of ES personnel to special programs in the past year (the MDTA program and programs to aid youth), employer visits declined 12 percent between fiscal years 1963 and 1964. Nevertheless, job openings remained virtually unchanged during this period. The same situation obtained in September, with employer visits at 98,000, 14 percent below a year ago, and telephone contacts at 123,700, 23 percent below a year ago.

Industrial changes are increasing demands upon Employment Service local offices for specialized technical assistance to employers, employer organizations, and unions. In the fiscal year ended June 30, 1964, the first year for which reports were received for this program, more than 11,000 visits were made to 8,800 separate establishments to provide technical advice and assistance on employment problems. During September 1964, some 800 such visits were made to 600 different establishments, up 12 and 5 percent from the previous month.

Services Under Training Programs

Local offices of the Employment Service are also responsible for screening applicants for training under the Manpower Development and Training and Area Redevelopment Acts, and for providing regular services to such trainees.

In the quarter ending September 30, 1964, local offices screened 162,200 individuals for MDTA training, 70 percent more than in the same quarter a year ago. Counseling of MDTA trainees more than doubled from the third quarter of 1963 to some 43,500 persons during the July–September 1964 quarter, while testing in these periods increased 39 percent to 58,000. Placements (predominantly in nonfarm jobs) of MDTA trainees totaled more than 5,200 in the third quarter of 1964, gaining 12 percent from the like quarter last year.

From the inception of the MDTA program in mid-1962 through this September, local offices screened nearly 857,000 individuals, counseled some 206,400, tested 344,800 applicants, and placed about 31,200 graduates in nonagricultural jobs—approximately 70 percent of all who completed training and obtained employment.

Screening of workers for training under the ARA program increased 18 percent from the third quarter of 1963 to the same quarter in 1964—from 8,300 to 9,800 persons. However, initial counseling for this program, at 1,700, declined 11 percent; testing, at 3,700, dropped 18 percent; and placements were down by nearly a third to 1,300 in the third quarter of 1964 from the like period in 1963.

Since the beginning of the ARA program in November 1961, local offices screened some 77,000 persons for training, counseled about 28,000, and tested 63,000. Nearly 13,200 ARA trainees were placed in predominently nonfarm jobs during this period by local offices.

Selective Service Rehabilitants

A special program to aid youths who fail the Armed Forces educational qualification test began in mid-February 1964. By the end of September, letters to 233,000 such individuals notified them of the local office services available to them under the program. Of these, some 41,400 reported to local offices for interview. More than half of those interviewed were job counseled and nearly 6,000 took general aptitude tests. So far, local offices have made about 4,800 nonagricultural placements and 2,000 farm placements of those referred by Selective Service. In addition, nearly 900 have been enrolled in training, and about 250 a month have been referred to other agencies for help with their problems.

USING MANPOWER DATA

(*Continued from page 52*)

is technically competent, and communicates clearly and accurately.

There are some deterrents to the full use of ES–219 information. The belief in some offices that the ES–219 is prepared for use elsewhere naturally detracts from the contribution which the ES–219 can make to management. Also, the instructions for the preparation of the report need to be revised and updated, and some of the current techniques for developing local estimates could be improved. A Federal-State work committee met in Washington, D.C. in June to discuss revisions of the ES–219 and refinement of methodology for estimating unemployment. Technical work is going forward in the Bureau to implement recommendations of this committee.

With our rapidly changing technology, the ES–219 should speak more to the occupational aspects of the job market. We need more information on the growth and decline of selected occupations, the changes occurring in the duties and requirements of occupations, earning potential in the occupations, and ways and means of obtaining training.

The area analyst must be thoroughly conversant with the aims and goals of the agency so that he can spell out clearly the implications of job market changes for operations. To be most effective, the analyst should be in constant touch with operating personnel and management to discuss his findings and the translation of these findings into program goals and development. There also may be a need to encourage a greater facility among office personnel in the handling and use of local data in their respective jobs.

STATISTICS

Table 1.—Selected Local Office Employment Service Activities September 1964

Table 2.—Nonagricultural Placements, by Special Applicant Groups September 1964

Table 3.—Nonagricultural Placement, by Industry Division September 1964

Table 5.—Status of MDTA Institutional and ARA Training Programs Through September 1964

More detailed data are provided monthly in EMPLOYMENT SERVICE STATISTICS, available on request to the U.S. Employment Service, Bureau of Employment Security, Washington, D.C., 20210.

Table 1.--Selected Local Office Employment Service Activities
September 1964

State	Nonfarm Job Openings		Nonfarm Employer Contacts				New Applications 2/		Counseling Interviews		Placements			
												Nonagricultural		
	Total available openings 1/	Percentage change from year-ago	Employer visits	Percentage change from year-ago 3/	Promotional telephone contacts	Percentage change from year-ago 3/	Total	Percentage change from year-ago	Total	Percentage change from year-ago 3/	Total agricultural	Total	Percentage change from year-ago 3/	Short-time
Total	1,102,298	2.5	98,009	-14.1	123,696	-23.0	854,099	-2.7	146,331	- 0.4	853,935	638,693	-3.8	194,096
Alabama	20,341	7.5	2,512	-3.7	634	-22.5	11,635	.5	1,128	-7.8	14,947	12,745	4.4	4,232
Alaska	2,946	43.3	235	-40.5	241	-30.3	1,342	-7.4	87	-67.2	322	1,453	22.7	209
Arizona	14,298	-10.0	1,463	57.8	1,940	-.9	10,676	1.0	1,528	90.0	59,505	9,617	-16.3	2,655
Arkansas	13,903	.9	1,264	-23.2	1,129	-18.0	11,140	-.4	2,030	6.2	17,254	11,697	3.9	4,305
California	117,608	-9.0	11,007	3.9	4,455	-46.6	118,785	6.8	12,259	5.7	30,565	64,691	-14.1	21,186
Colorado	14,347	-5.7	1,113	-4.3	1,312	-28.0	10,810	-1.4	517	-41.1	9,773	10,487	-1.9	4,148
Connecticut	20,072	3.9	1,119	-11.5	1,773	17.1	13,910	2.3	2,205	1.6	1,597	8,473	-10.2	1,828
Delaware	1,934	34.5	179	-52.4	337	--	1,411	1.1	887	678.1	698	811	50.5	118
Dist. of Col.	9,908	-3.5	760	-21.2	1,439	-15.7	5,349	4.9	2,451	6.5	0	3,806	-8.4	1,369
Florida	34,856	1.3	2,949	-22.1	563	-57.5	19,708	-3.4	2,623	10.6	3,063	22,258	-5.3	5,278
Georgia	25,687	12.7	1,104	-15.7	469	-61.9	16,232	-3.0	2,476	-7.1	6,325	16,283	4.7	2,766
Guam	977	-11.7	0	--	0	--	87	-5.4	0	--	0	35	--	0
Hawaii	2,192	1.4	96	-71.8	52	-47.5	3,136	-10.8	364	-20.0	82	929	-19.5	60
Idaho	5,213	-5.5	731	-10.1	100	-47.1	3,869	-2.9	531	-7.2	8,151	3,670	-17.7	1,114
Illinois	38,066	-.1	3,654	-12.4	18,204	-19.9	28,615	-10.2	6,543	-4.4	5,062	19,092	-12.2	4,209
Indiana	27,313	21.8	2,334	-45.4	1,572	-33.7	19,803	-7.0	1,978	-23.8	6,401	13,915	11.6	1,912
Iowa	13,916	4.3	2,427	11.6	4,244	11.0	9,258	8.3	1,346	-1.5	2,211	8,947	-5.1	2,696
Kansas	14,891	5.3	1,705	-23.8	1,465	-22.1	8,399	8.9	1,453	-5.3	1,073	8,981	-.9	4,027
Kentucky	9,756	6.7	614	-49.1	297	-80.9	11,946	2.4	2,062	-5.9	12,154	6,093	-10.9	1,465
Louisiana	14,304	16.7	851	-42.4	856	-44.2	9,850	-8.9	1,412	-5.9	6,185	8,647	1.6	3,049
Maine	10,655	-11.3	347	-38.8	248	-46.4	2,459	-29.4	632	-9.6	344	2,229	-20.3	147
Maryland	12,930	-2.6	1,388	-10.3	1,894	-22.4	10,375	-10.9	1,943	20.3	28,194	8,005	-3.2	1,415
Massachusetts	28,247	-7.8	4,866	17.4	10,516	-12.8	25,229	-9.0	5,394	8.7	6,453	14,058	-13.6	2,779
Michigan	38,539	27.9	1,952	-2.8	3,402	-28.7	47,342	-4.1	5,456	-6.3	8,893	23,712	16.9	6,497
Minnesota	16,348	-3.4	2,484	-12.3	2,191	5.8	16,388	-9.8	1,658	-11.6	1,072	10,510	-7.9	2,842
Mississippi	16,591	-1.2	1,926	-14.0	1,614	-21.8	11,545	-1.3	2,994	13.9	284,216	11,123	-11.6	2,393
Missouri	23,266	19.6	2,252	-7.4	646	-55.3	19,002	2.7	3,717	10.7	15,197	10,410	2.0	3,016
Montana	4,762	3.0	1,717	-6.7	1,182	-47.3	3,820	-14.3	1,322	-18.4	2,210	3,648	-3.4	733
Nebraska	8,491	6.8	1,536	-30.6	2,162	-29.2	5,348	1.6	1,089	-15.3	1,412	6,025	-1.7	2,407
Nevada	5,107	1.2	409	10.25	63	-50.4	3,601	11.2	536	9.7	220	3,262	-7.2	1,277
New Hampshire	3,812	-8.1	281	-32.1	160	-43.3	2,640	1.0	547	-7.0	351	1,457	-12.3	22
New Jersey	33,440	10.9	2,696	56.8	3,715	-.73	24,855	-3.7	3,314	4.1	18,853	15,054	14.2	4,113
New Mexico	5,768	-4.5	865	-.3	327	-39.1	5,045	-5.4	933	-14.2	1,922	4,575	-5.8	2,219
New York	129,500	1.1	6,898	-11.7	27,126	-13.4	69,048	-3.1	17,844	5.6	32,281	76,891	-.25	32,381
North Carolina	26,476	-5.8	1,502	-31.5	1,836	-33.0	20,425	-6.8	2,423	-27.1	53,788	12,809	-19.8	1,411
North Dakota	5,355	2.7	432	-33.3	371	-31.8	2,389	1.1	254	21.5	3,883	3,101	-16.5	798
Ohio	42,889	9.9	2,590	-37.6	2,461	-52.2	45,910	-7.7	5,753	-26.2	33,227	24,873	1.5	8,861
Oklahoma	21,697	1.6	2,251	-23.9	929	-11.1	12,074	12.7	3,145	10.7	4,087	17,591	2.1	10,383
Oregon	11,421	-.9	1,435	-7.1	1,262	-34.8	11,149	10.4	2,156	3.6	46,225	6,885	-15.7	1,708
Pennsylvania	42,825	16.8	5,682	-30.7	7,056	-27.0	41,490	-2.2	12,385	-7.1	53,102	25,543	10.3	6,638
Puerto Rico	9,849	6.4	614	-40.9	482	-46.5	14,811	-31.2	2,108	-8.4	308	6,371	.52	1,626
Rhode Island	5,806	.4	997	-1.8	1,959	-2.7	4,250	7.4	999	19.9	7	2,682	-12.6	456
South Carolina	11,822	-1.9	627	-45.3	287	-25.5	9,406	9.6	1,122	7.3	5,561	7,585	-7.2	1,315
South Dakota	4,471	3.8	545	20.6	222	45.1	2,210	3.1	434	-23.2	613	2,713	2.8	1,193
Tennessee	19,587	5.6	1,444	-4.3	662	-42.7	12,942	-4.6	1,536	-14.6	58,504	13,626	1.4	2,683
Texas	76,065	6.8	7,734	-3.3	4,715	-27.1	58,958	-5.8	11,714	-1.0	22,175	52,403	8.9	19,747
Utah	5,559	-17.8	845	6.4	830	147.0	4,739	8.5	973	22.1	1,941	3,651	-21.8	1,038
Vermont	3,924	-3.8	167	-56.5	32	--	1,514	-16.5	234	96.6	73	1,737	-22.0	197
Virginia	23,111	10.8	1,197	5.0	839	-17.8	12,706	6.9	3,368	23.7	5,973	11,052	-5.5	2,092
Virgin Islands	1,412	-28.3	37	--	52	--	250	67.8	46	--	0	116	-7.2	1
Washington	17,612	-5.6	1,750	.6	1,958	19.7	15,901	-1.6	2,548	-6.6	29,593	8,705	-3.3	2,970
West Virginia	4,291	-22.8	413	-46.7	612	-33.4	5,878	2.3	1,313	-13.8	461	2,486	-43.3	572
Wisconsin	24,955	8.3	1,499	-52.7	765	-70.7	13,082	-10.9	2,349	-12.3	7,135	9,453	-28.5	938
Wyoming	3,185	7.6	514	-9.7	338	-18.8	1,357	-1.6	212	-7.0	293	1,722	-.4	602

1/ Openings on hand at the beginning of month plus openings received during the month.
2/ Should not be interpreted as a measure of the total number of new job applicants at Employment Service offices, since there are some types of applicants for whom written applications are not taken.
3/ Not computed if State volume for either period was under 50.

Table 2.--Nonagricultural Placements, by Special Applicant Groups
September 1964

State	Total	Women	Persons under 22 years	Persons 45 years and over	Veterans 1/	Handicapped
Total	638,693	258,945	170,254	122,022	93,563	27,195
Alabama	12,745	5,172	4,207	1,849	1,080	257
Alaska	1,453	541	434	200	225	34
Arizona	9,617	3,967	1,967	1,492	1,787	426
Arkansas	11,697	3,920	4,001	1,924	1,539	685
California	64,691	26,373	21,580	11,956	10,704	1,689
Colorado	10,487	2,739	2,865	1,710	2,272	298
Connecticut	8,473	3,569	2,546	1,699	1,078	545
Delaware	811	337	107	89	127	14
Dist. of Col.	3,806	2,070	803	708	589	166
Florida	22,258	9,625	4,865	4,345	3,492	749
Georgia	16,283	6,485	3,939	2,090	1,748	396
Guam	35	6	11	3	1	0
Hawaii	929	322	358	103	85	78
Idaho	3,670	1,349	1,214	691	650	107
Illinois	19,092	7,032	4,807	3,268	3,775	637
Indiana	13,915	5,818	4,368	2,096	1,726	613
Iowa	8,947	2,712	3,120	1,649	1,761	607
Kansas	8,981	2,359	2,438	1,734	1,840	399
Kentucky	6,093	2,208	2,056	927	780	172
Louisiana	8,647	3,149	2,367	1,568	1,207	282
Maine	2,229	829	893	310	229	59
Maryland	8,005	4,001	1,870	1,620	932	138
Massachusetts	14,058	6,727	3,622	2,534	1,470	271
Michigan	23,712	7,054	7,057	3,527	3,738	1,204
Minnesota	10,510	3,792	3,879	1,978	2,126	527
Mississippi	11,123	4,723	3,447	1,600	913	339
Missouri	10,410	3,449	3,154	1,698	1,770	486
Montana	3,648	1,038	1,131	583	770	189
Nebraska	6,025	1,344	1,830	1,323	1,675	627
Nevada	3,262	1,172	526	866	850	96
New Hampshire	1,457	682	418	246	169	82
New Jersey	15,054	8,477	3,707	2,871	1,140	534
New Mexico	4,575	1,362	986	787	762	157
New York	76,891	44,613	12,936	21,737	7,905	3,652
North Carolina	12,809	6,038	3,860	1,512	1,266	485
North Dakota	3,101	969	1,230	500	409	201
Ohio	24,873	8,017	6,291	5,399	4,817	1,104
Oklahoma	17,591	4,243	3,396	4,618	4,510	1,348
Oregon	6,885	2,319	2,151	1,161	1,300	300
Pennsylvania	25,543	11,267	8,060	4,820	2,771	1,941
Puerto Rico	6,371	1,561	1,436	1,293	139	91
Rhode Island	2,682	1,301	965	537	274	193
South Carolina	7,585	3,740	2,078	1,174	631	212
South Dakota	2,713	737	935	495	656	128
Tennessee	13,626	5,722	3,935	1,732	1,764	515
Texas	52,403	19,008	11,050	10,737	8,967	2,746
Utah	3,651	1,344	970	580	779	206
Vermont	1,737	432	647	257	247	66
Virginia	11,052	4,852	2,853	1,587	944	273
Virgin Islands	116	54	50	7	1	0
Washington	8,705	2,549	2,479	1,583	1,520	347
West Virginia	2,486	1,138	690	486	312	119
Wisconsin	9,453	4,255	3,223	1,448	898	341
Wyoming	1,722	383	446	315	443	64

1/ Includes veterans of all wars.

Table 3.-- Nonagricultural Placements, by Industry Division
September 1964

STATE	INDUSTRY DIVISION						
	TOTAL	CONSTRUC-TION	MANUFAC-TURING	WHOLESALE AND RETAIL TRADE	SERVICE		ALL OTHER 1/
					TOTAL	DOMESTIC	
TOTAL	638,693	48,336	155,391	144,180	231,174	123,705	59,612
ALABAMA	12,745	1,622	2,180	2,916	5,263	2,954	764
ALASKA	1,453	103	316	210	366	202	458
ARIZONA	9,617	593	1,003	2,592	4,288	2,549	1,141
ARKANSAS	11,697	1,386	2,909	2,412	3,988	2,120	1,002
CALIFORNIA	64,691	2,100	12,925	14,457	29,053	14,272	6,156
COLORADO	10,487	1,092	1,618	3,172	2,867	1,242	1,738
CONNECTICUT	8,473	568	2,570	2,213	2,520	1,402	602
DELAWARE	811	40	422	115	203	137	31
DIST OF COL	3,806	116	117	878	2,121	1,483	574
FLORIDA	22,258	2,873	2,501	5,702	9,059	5,462	2,123
GEORGIA	16,283	2,486	4,226	3,293	5,442	3,689	836
GUAM	35	19		9	1		6
HAWAII	929	239	138	206	231	73	115
IDAHO	3,670	291	703	1,068	1,196	728	412
ILLINOIS	19,092	428	7,485	4,719	4,967	1,640	1,493
INDIANA	13,915	616	6,299	3,086	3,081	1,543	833
IOWA	8,947	1,099	2,106	2,503	2,191	719	1,048
KANSAS	8,981	1,078	1,102	2,051	3,386	1,355	1,364
KENTUCKY	6,093	370	1,451	1,385	2,182	821	705
LOUISIANA	8,647	1,091	905	1,623	3,123	1,838	905
MAINE	2,229	428	631	511	524	119	135
MARYLAND	8,005	866	2,651	1,311	2,783	1,910	394
MASSACHUSETTS	14,058	597	4,783	3,121	4,918	1,232	639
MICHIGAN	23,712	1,326	9,470	4,736	7,052	2,507	1,128
MINNESOTA	10,510	530	3,452	2,395	2,628	899	1,505
MISSISSIPPI	11,123	1,147	3,046	2,190	4,010	2,483	730
MISSOURI	10,410	484	3,348	2,596	2,960	1,078	1,022
MONTANA	3,648	438	565	913	909	359	823
NEBRASKA	6,025	1,088	980	1,587	1,387	498	983
NEVADA	3,262	173	139	886	1,596	696	468
NEW HAMPSHIRE	1,457	181	671	247	288	40	70
NEW JERSEY	15,054	425	5,061	2,221	6,719	4,322	628
NEW MEXICO	4,575	497	262	1,231	2,078	1,051	507
NEW YORK	76,891	1,508	16,596	12,420	42,394	25,895	3,974
NORTH CAROLINA	12,809	1,767	4,489	2,058	3,457	2,372	1,038
NORTH DAKOTA	3,101	589	222	845	727	351	718
OHIO	24,873	2,048	8,327	6,340	6,326	3,307	1,832
OKLAHOMA	17,591	1,529	1,745	5,038	6,711	3,448	2,168
OREGON	6,885	555	1,648	1,848	2,012	1,011	822
PENNSYLVANIA	25,543	1,353	9,049	6,704	7,325	3,645	1,112
PUERTO RICO	6,371	467	1,386	338	486	229	3,694
RHODE ISLAND	2,682	149	1,254	545	601	369	133
SOUTH CAROLINA	7,585	824	2,325	1,257	2,728	2,018	451
SOUTH DAKOTA	2,713	525	162	784	639	326	603
TENNESSEE	12,626	1,088	3,976	2,906	4,886	2,304	770
TEXAS	52,403	5,707	7,028	15,238	18,773	11,655	5,657
UTAH	3,651	392	587	1,122	1,086	365	464
VERMONT	1,737	248	279	347	762	127	101
VIRGINIA	11,052	1,402	2,576	2,224	3,740	2,309	910
VIRGIN ISLANDS	116	15	13	25	33	17	30
WASHINGTON	8,705	354	1,914	2,118	2,053	1,078	2,266
WEST VIRGINIA	2,486	157	433	712	925	539	259
WISCONSIN	9,453	279	5,225	1,378	1,653	689	918
WYOMING	1,722	390	122	378	478	228	354

1/ Includes forestry and fishing; mining; transportation, communication, and other public utilities; finance, insurance, and real estate; government; establishments not elsewhere classified.

Table 5.--Status of MDTA Institutional and ARA Training Programs Through September 1964 1/

	MDTA Institutional Program				ARA Program 2/			
	Approved Projects		Approved Trainees		Approved Projects		Approved Trainees	
	Sept. 1964	Cumulative	Sept. 1964	Cumulative	Sept. 1964	Cumulative	Sept. 1964	Cumulative
TOTAL	193	4,083	15,606	219,633	20	814	1,161	37,400
Alabama	2	35	220	6,234	-	12	-	1,084
Alaska	-	15	-	1,698	-	8	-	225
Arizona	-	30	-	1,859	-	4	-	215
Arkansas	-	57	-	1,453	-	30	-	1,140
California	23	310	2,232	18,846	1	2	60	84
Colorado	5	52	327	2,067	-	-	-	116
Connecticut	-	108	+ 4	8,088	-	13	-	1,097
Delaware	-	8	-	491	-	-	-	-
Dist. of Columbia	3	31	170	2,260	-	-	-	-
Florida	6	83	365	5,372	-	2	-	107
Georgia	-	34	-	3,557	-	5	-	493
Hawaii	1	16	5	621	-	6	-	137
Idaho	-	22	-	496	1	5	90	137
Illinois	8	181	2,039	14,447	1	27	40	1,592
Indiana	4	85	165	4,448	-	5	-	522
Iowa	4	55	78	1,848	-	2	-	60
Kansas	3	53	57	1,782	-	4	-	58
Kentucky	5	155	73	7,290	-	47	-	1,489
Louisiana	-	-	-	-	-	1	-	30
Maine	1	67	428	3,845	-	24	-	759
Maryland	2	28	70	2,193	-	9	-	511
Massachusetts	12	184	692	7,235	2	26	56	683
Michigan	12	210	473	9,928	3	69	290	4,625
Minnesota	6	65	3,891	5,616	-	11	-	1,237
Mississippi	-	5	-	2,205	-	-	-	-
Missouri	15	141	778	6,164	-	8	-	490
Montana	6	42	130	899	-	19	-	707
Nebraska	3	37	645	2,018	-	-	-	-
Nevada	-	38	-	1,809	-	5	-	265
New Hampshire	5	33	151	1,562	-	-	-	-
New Jersey	1	148	100	5,039	1	29	160	1,756
New Mexico	-	31	-	1,135	-	20	-	982
New York	14	228	976	18,627	-	4	-	280
North Carolina	-	74	-	2,090	1	48	60	1,147
North Dakota	3	47	41	709	-	16	-	347
Ohio	8	204	217	8,589	-	35	-	1,041
Oklahoma	1	50	50	5,162	-	48	-	2,283
Oregon	1	51	20	2,479	-	2	-	85
Pennsylvania	10	225	436	9,863	1	56	63	3,159
Puerto Rico	-	203	-	4,976	-	10	-	590
Rhode Island	-	33	-	775	-	13	-	1,108
South Carolina	-	19	-	5,496	-	4	-	407
South Dakota	-	17	-	302	-	13	-	328
Tennessee	5	91	125	4,146	4	32	210	1,011
Texas	11	152	289	6,007	1	29	12	579
Utah	4	35	90	981	-	-	-	-
Vermont	-	29	-	787	2	3	-	70
Virginia	1	58	15	3,348	-	1	50	96
Virgin Islands	-	27	+ 8	499	-	-	-	-
Washington	1	57	30	4,540	1	9	30	350
West Virginia	-	35	-	3,617	-	48	-	2,949
Wisconsin	7	79	218	3,867	1	41	40	925
Wyoming	-	10	-	268	-	2	-	24
American Samoa	-	-	-	-	-	1	-	20

1/ Monthly data increase unless otherwise noted.
2/ Includes institutional and on-the-job projects.

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In Memoriam

With a profound sense of loss, we note the untimely death of former Secretary of Labor James P. Mitchell, who died suddenly of a heart attack on October 19 while on a business trip in New York.

Mr. Mitchell came into President Eisenhower's Cabinet in October 1953 to fill the vacancy which resulted from the resignation of Martin P. Durkin. He remained in the position until January 1961.

Mr. Mitchell's ability, friendliness, and interest in people took him from a $15-a-week grocery clerk through private and governmental positions to a $50,000 industrial relations directorship with a large department store before he entered the Cabinet.

With the start of a new administration in 1961, Mr. Mitchell left Government service. Following an unsuccessful try for the governorship of his home State of New Jersey, he became a corporation executive in California, a position he held at the time of his death.

Secretary of Labor W. Willard Wirtz expressed the sadness and regret of the Nation and the employees of the Department of Labor who had worked under Mr. Mitchell.

"The sudden death of James P. Mitchell shocks and saddens me. He was a good and kind man who put human values first. His presence has remained here at the Labor Department with all of us who knew him. He contributed significantly to the development of understanding between labor and management, between worker and employer, between citizen and citizen, and to the tradition of a public policy that starts and ends with the welfare of the individual person.

"I knew him as a friend, as a man of rare ability, intense integrity, and genuine compassion."

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